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SINGAPORE ANNUAL REPORT



1948



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COLONY OF SINGAPORE ANNUAL REPORT, 1948

The Arms of the Colony were granted by Royal Warrant dated 13th September 1948. They are derived from the first quarter of the arms of the former Colony of the Straits Settlements, being that quarter formerly representing the Settlement of Singapore. The use of the lion and the tower alludes to the derivation of Singapore from the two words Singa, lion, and pura, city, though etymological doubts have been expressed. However, these arms have been in use as those of the Settlement since 1810 at least. The crest is the same as that formerly used in the Straits Settlements except that the banner has been changed from one of blue with three imperial crowns to silver with a red cross pall reversed, bearing one imperial crown. This banner, though then with three crowns, was used as the arms of the Settlements, though without authority, prior to the founding of the first Colony, and the reversed cross pall is unique in British heraldry.

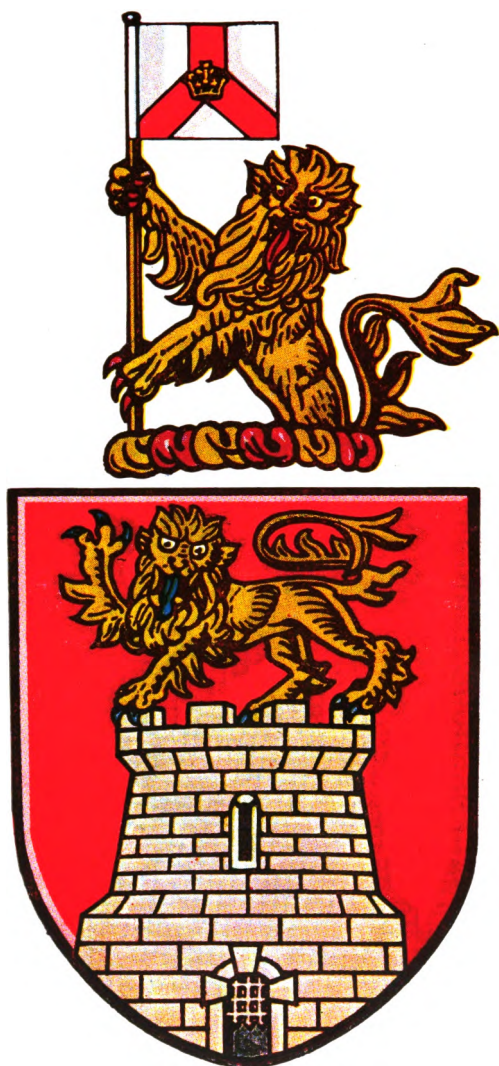
COLONY OF SINGAPORE ANNUAL REPORT, 1948

BY

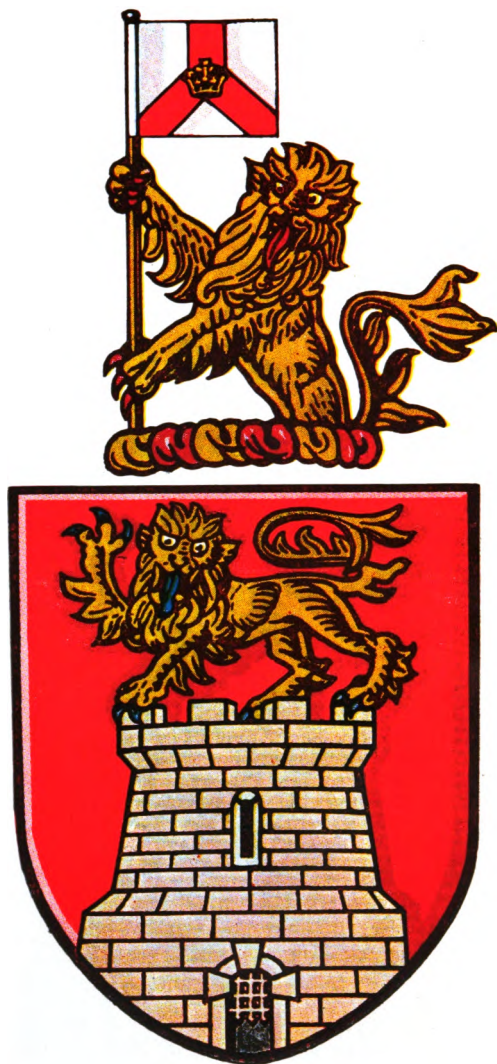
P. A. B. McKERRON, C.M.G.
Colonial Secretary

Published by Authority

GOVERNMENT PRINTING OFFICE, SINGAPORE



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The arms of the colony were granted by royal warrant under date September, 1868. They are based on the quarter of the arms of the former Straits Settlements, being that quarter representing the settlement of Singapore. The shield is surmounted by a crown and the tower alludes to the protection of the colony from the two words *linag*, *an*, as well as through etymological doubts have not been settled. The arms have been in use since 1876 at least. The tower is the same as that formerly used in the Straits Settlements. The banner has been changed from three imperial crowns to silver with a crown bearing one imperial crown. The shield is then with three crowns, was used in the Straits Settlements, though without authority. The banner of the first colony and



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P. A. B. MCKERRON, C.M.G.
Colonial Secretary

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PART I

CHAPTER 1

GENERAL REVIEW OF THE YEAR

FOR Singapore, which has seen many changes and which has undergone many vicissitudes since Sir STAMFORD RAFFLES deliberately chose its site and foresaw its potentialities, 1948 was an eventful year; many of our neighbours experienced difficult times and the year's end brought news of further Communist advances in China, the flaring up anew of war in Indonesia, the continued weakness of the central authority in Burma, the absence of any final settlement of the problems in French-Indo China, and, nearer home, the still not finally suppressed banditry in the Federation; yet in Singapore itself, the strategic centre of South-East Asia, law and order were maintained and trade, the life blood of the Colony, remained at a high level throughout the year.

The course of events during 1948 however, was influenced in all its aspects by the threat to law and order which arose during the early part of the year, first in this Colony and later in the Federation of Malaya leading to the declaration of a state of emergency in the Colony in July. The state of emergency continued throughout the year, and later in this chapter a detailed account of the situation, as it affected the peace of the Colony, is given.

In spite of the emergency, continuity of policy and administration was maintained and projects which had originated in 1947 or earlier were further advanced or brought to their conclusion.

A sociological change of first importance in Singapore has recently become apparent. In the old days large numbers of immigrants came to Singapore to find work but did not bring their wives and children. Prior to the war however this social habit began to change and wives and children arrived in Singapore in increasing numbers. This change is continuing and at a progressive tempo. The more recent immigrants have been founding their families here and are taking an interest in the affairs of the Colony which was altogether absent in the old days. The people of Singapore are in fact more and more coming to regard their city as their home. As a result of this change and of the very large increase which has taken place in population since 1931 an added sense of interest and urgency was given to the constitutional reforms and developments which took place during the year.

The most important of these events were the elections for the Legislative Council, the first ever to be held in the Colony. These elections took place in March and were conducted throughout without friction and were entirely devoid of any embarrassing incident. The Supervisor of Elections is to be congratulated on the care, forethought and imagination which he displayed in his arrangements for the elections. The good sense and complete absence of communal feeling on the part of voters and candidates alike were a contributing factor to the success achieved.

The emergence of the Progressive Party, the membership of which was of a non-racial character and the policy of which was one of progressive reform was a welcome development which should prove of considerable advantage to the growth of the political life of the Colony.

Twenty-two thousand persons had registered as voters when the register was opened in the summer of 1947. This figure, although disappointing to some was not unexpectedly so. The idea of popular representation was quite novel to the people of Singapore. The grant of universal franchise to all British subjects including all those born in the Colony embraced, mainly among the latter, a large number who had no idea of the vote and what its exercise means. Yet the introduction of democracy on a liberal scale can be regarded as a great asset in convincing the people of Singapore that His Majesty's Government is sincere in its promise of ultimate self-government for Malaya.

At the same time some years must necessarily elapse before the people of Singapore will become fully educated to the rule of the poll and realise the extent to which their own futures have been placed in their own hands.

Under the new constitution the Legislative Council of the Colony consists of the Governor (president), nine officials (four *ex-officio* members, five nominated official members), thirteen unofficials (three members elected by Chambers of Commerce, six directly elected members, four nominated unofficial members). The constitution thus provides for an unofficial majority of four.

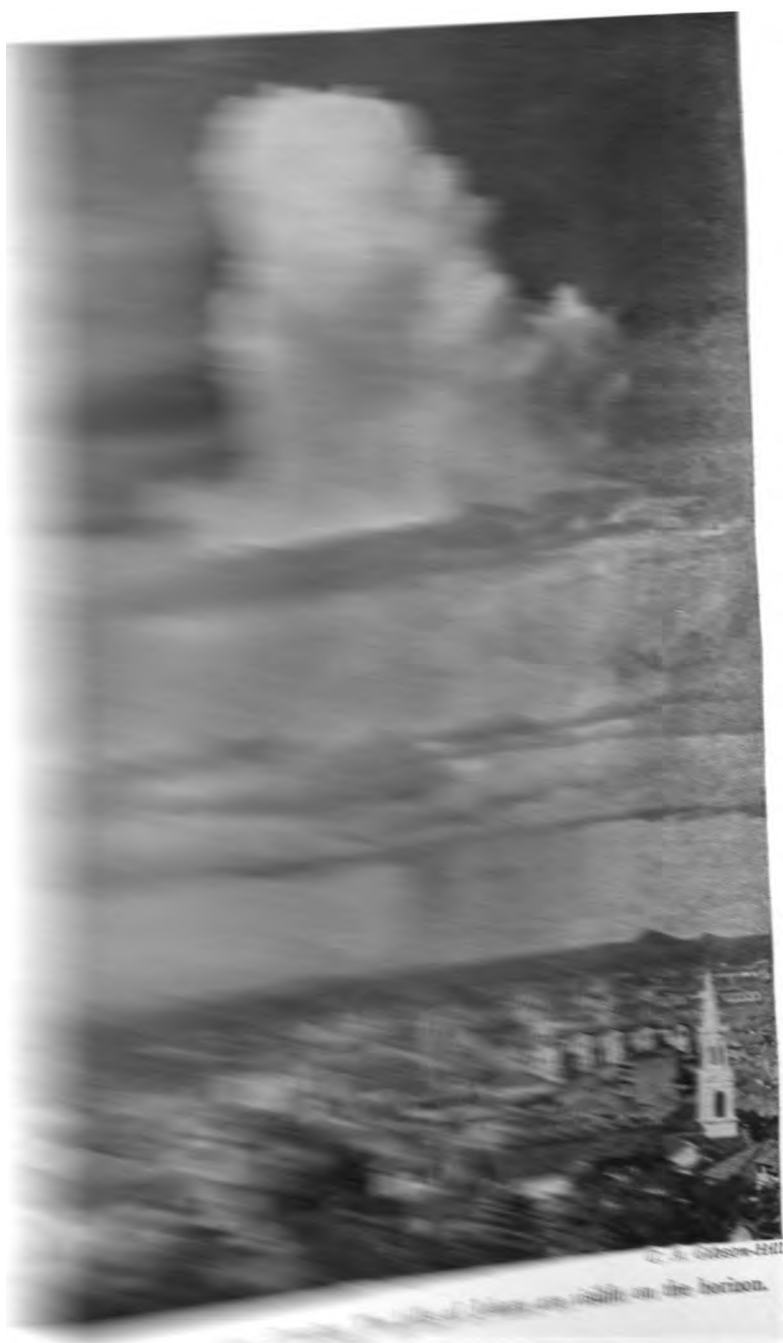
The new Council was ceremonially opened and formally inaugurated by His Excellency the Governor on 1st April, 1948, and ten meetings were held during the year. Provisional Standing Orders were approved to govern the conduct of business. These Standing Orders included provision for joint deliberations by the Council's select committees with select committees appointed by the Legislative Council of the Federation of Malaya. These joint deliberations

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U. S. Coast and Geodetic Survey

Photograph taken on the horizon.

proved themselves of the utmost value in securing uniformity of legislation between the two territories in such matters of common concern as income tax, the debtor creditor problems arising out of the enemy occupation, war damage, and the University of Malaya. In all twenty-seven ordinances were passed during the first session of the Council which ended in December. The business of the Council was smoothly conducted and its first session, during which several valuable conventions were established, ended with good augury for the future. Owing to the comparative smallness of the Council, the unofficial members often find themselves serving simultaneously on several select committees with the result that a very great deal of their time is taken up with public business at the expense of their own affairs. It was accordingly decided before the end of the year the provision must be made for the payment of allowances to unofficial members in conformity with the practice in most other legislatures in the British Commonwealth.

The system of local government in the Colony was also undergoing examination and in October, 1948 the Municipal Elections Ordinance was passed to provide for the election of eighteen out of a total of twenty-seven Municipal Commissioners. At the end of the year the Municipal electoral roll was under preparation. Mean-time in the rural areas of the Island there were also democratic stirrings. The village committees which came into being in 1946 and 1947, largely on the initiative of the local inhabitants themselves, blossomed forth into rural district committees, which although having as yet no constitutional status, provided a useful link between the inhabitants, the Rural Board, and the Government and are undoubtedly laying the foundation of a more representative system of local government for the rural areas in the future.

Planning for the development of social services was carried a stage further by the final approval during the year of medical and education plans and by the publication of the Housing and Social Survey Reports. The medical plan is designed to improve and augment over a period of years the medical and health services of the Colony which, with the rapid increase of the population and as a result of the setback suffered from the Japanese occupation have become dangerously inadequate. The educational plan, also a long term one, aimed similarly at increasing the Colony's educational facilities and bringing them a stage nearer the final objective of universal compulsory education for all. A social welfare plan designed to cover the social needs of the community not met by the medical and education plans was in course of preparation at the end of the year. The biggest single social problem facing the Colony,



C. A. Gibson-Hill

Singapore from Fort Canning. The hills of Johore are visible on the horizon.

proved themselves of the utmost value in securing uniformity of legislation between the two territories in such matters of common concern as income tax, the debtor creditor problems arising out of the enemy occupation, war damage, and the University of Malaya. In all twenty-seven ordinances were passed during the first session of the Council which ended in December. The business of the Council was smoothly conducted and its first session, during which several valuable conventions were established, ended with good augury for the future. Owing to the comparative smallness of the Council, the unofficial members often find themselves serving simultaneously on several select committees with the result that a very great deal of their time is taken up with public business at the expense of their own affairs. It was accordingly decided before the end of the year the provision must be made for the payment of allowances to unofficial members in conformity with the practice in most other legislatures in the British Commonwealth.

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namely the provision of houses related to the planned development of the whole of the Island was dealt with in the Housing Committee's report published in 1948. Towards the end of the year opportunity was taken of a visit to the Colony by Sir PATRICK ABERCROMBIE to discuss the problem and its solution with him. The recommendations of the Housing Committee for an interim housing programme were accepted pending the decision which must be made in 1949 as to how the main problem is to be tackled.

After this brief general review it is appropriate now to consider the events which led up to the declaration of a state of emergency in July.

Early in January, 1948, the Singapore Harbour Board took a far-sighted and important decision. It decided to abolish the contract system and to decasualise its labour force. It further decided to commence the change-over early in February immediately after Chinese New Year. When this decision was announced to the labourers there were elements who decided to exploit it for ulterior ends and towards the end of January a stoppage of work took place in the Harbour Board. It is interesting to note that the principal instigators of this strike were the Singapore Federation of Trade Unions, one of whose main planks had always been the abolition of the contract system. They were quick to see that their attitude was untenable and shortly afterwards the strike was settled by their agreement to accept the decision to abolish the contract system on condition that two months were taken to effect the change. The Harbour Board accepted these proposals and in return obtained from the Singapore Federation of Trade Unions a promise of two months' industrial peace.

For once this body kept its promise and there were no industrial disturbances in the Harbour Board between 5th February and 5th April. The Singapore Federation of Trade Unions were not, however, idle during those two months as there was evidence at the time to show that they were plotting to cause further trouble immediately the period of truce was over. The police had information to show that this time they meant business and that not only did they intend by violent methods to cause a stoppage of work in the Harbour Board, but proposed to extend it to the roads as well, with the intention of bringing the whole port of Singapore to a standstill, as a first essential to the creation of conditions of chaos throughout the country.

On the 12th April, 1948, the police provided the Government with information that posters and leaflets inciting to bloodshed and violent action had appeared in the Harbour Board. Although the

situation at that moment in Singapore was apparently calm, the Government decided, as a result of this information, that a serious situation existed and that a much more serious situation would inevitably develop if immediate action were not taken.

It was, therefore, decided to issue banishment warrants against the leaders of the Chinese section of the Singapore Harbour Labour Union who had distributed the pamphlets which were regarded as seditious and an incitement to violence and bloodshed. At the same time as these arrests were made the premises of the Singapore Harbour Labour Union were raided. Documents were found with the names and descriptions of the active members of the Singapore Workers' Protection Corps. As this corps was an illegal association in that it had not been registered under the Societies Ordinance, the police had powers to arrest active members without warrant. A number of such arrests were made and within a few days the accused were convicted and sentenced for assisting in the management of an unlawful society. Subsequently some of them were charged and sentenced in respect of offences under the Sedition Ordinance. The Singapore Workers' Protection Corps was a strong-arm weapon which the Malayan Communist Party had forged to use in their attempt to overthrow the Government. The arrest of the leaders of the Singapore Harbour Board section of that corps was a significant event which, as things turned out, had a very decisive effect.

In spite of the success of this police action, the Singapore Federation of Trade Unions continued, by violence and intimidation, to try to prevent the Singapore Harbour Board labourers from remaining at work as they wished to do. On the 26th and 27th April, hand grenades were thrown in the dock area. Once again prompt police action resulted in the immediate arrest of one of the perpetrators of these outrages. Meantime, the arrest of members of the protection corps continued and the production of the documents and list of members in Court had the immediate effect of causing the whole corps to disintegrate.

It is necessary now to look back to other events. Early in April the Pan-Malayan Federation of Trade Unions had met in Singapore and announced its plans for a large scale May Day demonstration. They later submitted their application to the police to hold an assembly at Farrer Park to be followed by a mammoth procession. The Commissioner of Police decided that he could not take the responsibility of permitting the procession, but agreed to allow the assembly to take place.

The Commissioner's decision in this matter had the full support of the Government. If the procession had been permitted, experience of similar processions in the past made it clear that it was the intention of the Malayan Communist Party to demonstrate their strength by obtaining control over the main portions of the city while the processions passed through it.

Events now began to move very fast. On the 22nd April, the S.F.T.U. were informed by the police that their permit for a procession had been refused although an assembly would be permitted. On the 26th April, the S.F.T.U. held a meeting at which it was decided that the police ban on the procession should be defied. On the 28th April, the assistant secretary of the S.F.T.U. wrote a provocative letter to the Colonial Secretary containing an ultimatum that unless the ban was lifted, Government would be held solely responsible for any outbreak of violence in Singapore as the S.F.T.U. proposed to hold the procession regardless of the Government ban. The Government reacted immediately to this challenge by informing the S.F.T.U. that the assembly as well as the procession would now be banned and a *Government Gazette* notification was issued banning all assemblies of five or more persons as and from the 1st May until further notice. On the 29th April, the S.F.T.U. met in very different circumstances to those of the meeting of the first Labour Day preparatory committee held on the 2nd April. The strike in the Singapore Harbour Board had failed owing to the arrest of the Communist leaders and to the undertaking which the Government had given to the Harbour Board labourers that compensation would be paid in the event of any of them suffering injury whether at their place of work or not, in consequence of any disorders that might break out. Documents obtained by the police had revealed that the proposed strike was not the will of the workers, as indeed was proved by the workers themselves, who, in spite of intense intimidation, remained at work except for a short break of less than forty-eight hours. The Harbour Board protection corps had disintegrated as a result of the vigorous police action. The S.F.T.U. itself had been raided twice and implicated beyond doubt in the violence which had occurred at the Harbour Board. The challenge to Government and the demands for the release of Union leaders had been met with firmness, and the open threat to Government had resulted in the complete banning of all May Day assemblies in public. In imposing the ban, Government made it clear that it was in no way directed against the workers who were given every encouragement to celebrate May Day if they wished in their trade union

premises and in any such other manner as would not embarrass or inconvenience the public. Government had taken the initiative at the psychological moment and had maintained it. The S.F.T.U. found no other course than to abandon its intended show of force, and the workers were instructed to accept the Government's ruling. On May Day itself, precautionary military dispositions were made in support of the police in case any disorders broke out, but the day passed off without incident and was, in fact, the first crime-free day that Singapore had enjoyed for many a day.

Although the Singapore Harbour Board was the main objective of the Communists, they had also been at work in April and May fomenting trouble in the rubber factories where sit-down strikes were organised. On the 10th May the Bin Seng Rubber Factory was burnt down and there was clear evidence of arson. The strong police action which followed at another of the factories where the workers were held to be trespassing and the arrest of the chief of the Singapore Rubbers Workers' Union had an immediate effect. Protests against his arrest were ignored and once again it was proved that the arrest of one of the so-called leaders had the desired effect of removing a source of intimidation and such action was appreciated by the community as a whole.

Although the Malayan Communist Party had suffered a severe defeat in Singapore during the months of April and May, there was information in the possession of the police to show that they intended to return to the attack by obtaining control over the Singapore water front by means of lightermen's strikes planned to take place in August. They also intended to infiltrate their agents back into the Harbour Board with the object of attempting to organise trouble there again timed to take place simultaneously with strikes on the water front. The police continued to act vigorously and many arrests were made on banishment warrants which had the effect of making workers chary of joining secret organisations which advocated violence. It is noteworthy that by the end of the year the Singapore Harbour Board had successfully selected and registered a permanently directly employed labour force of nearly 2,000 stevedores and wharf labourers, and that there has been no cessation of work since the short stoppage which took place in April.

Meantime, the subversive elements had turned their attention to the Federation and in June embarked on their campaign of terrorism. By July the situation became so serious that it was necessary to declare a state of emergency in Singapore in order to prevent the

trouble from spreading to the Colony, and to arm the police with still greater powers in the interests of the law-abiding citizens of Singapore.

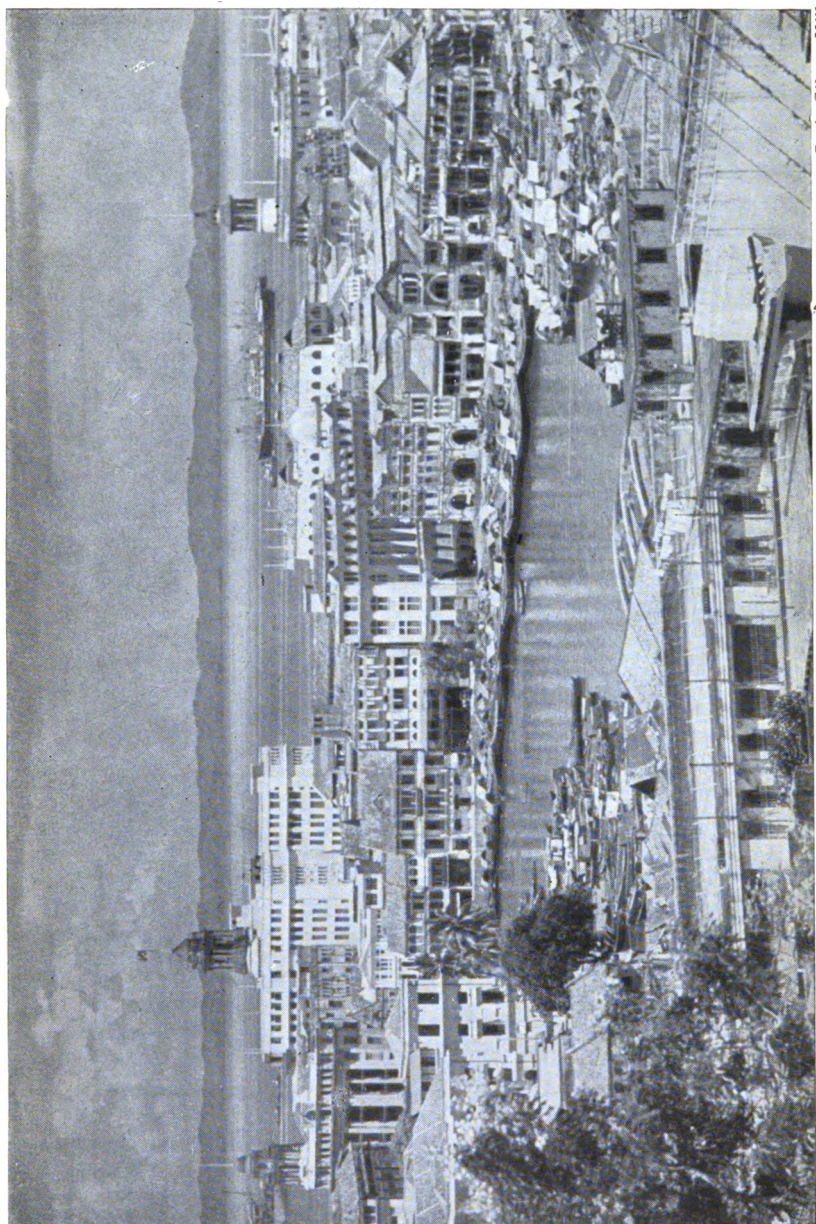
As a necessary internal security precaution it was decided in August to embark on a scheme of registration and issue of identity cards. The scheme met with the overwhelming support of the people themselves and was successfully and smoothly carried out in November and December when a total of 727,504 individual identity cards were issued in less than six weeks at a cost of \$215,000 approximately. To register and issue cards with photographs and individual particulars to nearly three-quarters of a million people, a very great proportion of whom are still practically illiterate, in such a short time was the biggest administrative "operation" ever carried through in Singapore.

The undoubted success of the "operation" was due to four things : first, the careful preparation of the plan ; second, the widespread publicity that was given to every aspect of it ; third, the skilful and tactful way in which the plan was carried out by a large number of government clerks and other officials who cheerfully worked overtime to make it a success ; and fourth and most important, the willing co-operation of the people of all classes who went out of their way individually and collectively to make the registration practically a one hundred per cent success, which subsequent police investigation has shown it to be.

Meantime the needs of external defence as well as internal security were not being forgotten. On 1st April a Secretary for Defence was appointed with the task of establishing still closer liaison between the civil authorities and the fighting Services, of re-establishing the Volunteers and other local defence forces and of planning measures for the defence of the civil population against the possibility of external attack and civil disturbances.

Further information regarding Volunteer Forces and the Malayan Naval Force are to be found in Chapter 10.

The preservation of law and order made it possible for the economic life of the Colony to proceed without undue interruption and during the year the commerce of Singapore continued steadily to rehabilitate itself with a considerable improvement in trade. Entrepôt trade between Singapore and Indonesia reached a record figure of \$379,000,000 (imports \$208,000,000, exports \$171,000,000). These figures exclude movements of petroleum valued at a further \$89,000,000. The total of Singapore's foreign trade (*i.e.* trade with countries other than the Federation of Malaya) was also a record,



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Covered with small craft Singapore River flows past Fullerton Building.

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imports being \$1,130,000,000 (£152,000,000) and exports \$1,113,000,000 (£130,000,000).

It was Government's policy to ensure adequate local availability of consumer goods of which textiles were the most important in order to encourage the entrepôt trade and to produce a sound internal economy. Contrary to the traditional Singapore policy of "recognising the wisdom of liberating commerce from all restraints," in the light of international obligations which had been agreed and accepted in a common attempt to build permanent peace, it was necessary to maintain controls on exports and imports and foreign exchange, and upon the allocation of raw materials and foodstuffs temporarily in short supply although it was found possible during the year to remove controls over the destinations to which copra and coconut oil were sent, and to free flour from rationing control.

The advantages of reverting to commercial procurement and direct private trade were kept constantly under review but in 1948 the still unsettled state of some producing countries would have affected the smooth operation of free markets severely and the present method of international allocation ensured a regular supply of basic foodstuffs at steady prices to the consumer. It is earnestly to be hoped that in 1949 it will be found possible to remove many of those controls. The cost of living remained roughly stationary with a noticeable decline towards the end of the year despite the outbreak of lawlessness in Malaya. The free movement of rice between Singapore and the Federation was established in June and resulted in a very considerable drop in the price of free market rice in Singapore.

The need for industrial expansion received special attention and in this connection the Labour Department were actively concerned in ensuring that wage rates during the abnormal period through which the Colony was passing should only be altered by negotiations between the parties concerned, and that employers should not sow the seeds of discord by taking advantage of the emergency to change conditions of employment to the disadvantage of the workers. The labour employment exchange figures indicated that there was some unemployment in the Colony but it was a healthy sign that several new factories opened during the year.

The Labour Advisory Board was enlarged and made more representative and gave valuable assistance in the preparation of the new Labour Ordinance and in Labour affairs generally.

The growth of trade unionism naturally suffered from the emergency. However by the end of the year a very considerable measure of confidence was restored mainly due to the resolute efforts of the

officials concerned and on 31st December there were 154 trade unions and two trade union federations registered. Mr. S. S. AWBERY, M.P., J.P. and Mr. F. W. DALLEY, the trade union mission from the United Kingdom arrived in Singapore on 8th February, 1948, and after visiting various parts of the Federation of Malaya returned to Singapore on 18th March on their way back to England. Their very valuable report on labour and trade union organisations in the Federation of Malaya and Singapore was published in Malaya on 4th November, 1948.

References have already been made to long range schemes affecting medical, educational and social services and it is appropriate to mention briefly certain matters in connection with those and other departments. It was a fact that despite staff and accommodation difficulties medical facilities reached a standard of efficiency comparable to the pre-war service. The public became increasingly interested in medical problems and very serious consideration and discussion led to the substantial and successful efforts of the Rotary Association and the Singapore Anti-T.B. Society to assist Government in tackling the task. On 8th December, 1948, the foundation stone of the Rotary Anti-Tuberculosis Clinic at Tan Tock Seng Hospital was laid. By the end of the year the Singapore Anti-T.B. Association (SATA) had successfully established their clinic in another part of the town. Provision of \$1,000,000 was included in the budget for 1949 to ensure that progress in the fight against T.B. would continue. A serious outbreak of infantile paralysis occurred during the year but nevertheless the death rate and the infantile mortality rate for the year were the lowest on record. Nor did the United Nations Appeal for Children committee, formed in September, have difficulty in rousing the generosity of the public of Singapore, for a nett sum of \$203,037.78 was collected, the second largest collection from any city in the British Commonwealth. Seventy-five per cent of the total collection was to be sent to the United Nations International Children's Emergency Fund while the remaining twenty-five per cent was to be allocated to child welfare projects and local charities.

In the field of education steady progress was maintained in the re-establishment of nearly all the Government and aided schools which existed pre-war. Three war damaged Government English schools were rebuilt and a new school started. A new Malay school was opened and plans for three new Malay schools and extensions to another were approved. The total enrolment in registered and recorded schools excluding Christmas and Cocos-Keeling Islands

reached 117,220 of whom 80,781 were boys and 36,439 were girls as compared with 72,000 in 1941; and teachers in training, which was provided free of charge, numbered 177 for English schools, 123 for Malay schools, 83 for Chinese schools, 29 teachers of English in vernacular schools and 19 for Indian schools.

The Social Welfare Department became an established department fulfilling recognised and definite functions many of them dependent on statutory powers. Further progress was made in dealing with juvenile delinquency by the drafting of comprehensive legislation and by the setting up of a probation system under the direction of two officers trained in England. The Bukit Timah Boys' Home started in 1947 developed considerably and provided a varied training for a large number of delinquent boys while the children's feeding centres started in 1947 greatly extended their functions and became social centres where children received informal instruction as well as medical treatment. This interesting and important development was very largely due to the devoted body of voluntary workers whose assistance made such advances possible.

The report on the social survey conducted at the end of 1947 was published and apart from its value as a social welfare document, provided a most interesting and useful body of knowledge about conditions generally in Singapore.

The year 1948 saw the beginning of the implementation of the three year interim building programme recommended in the Housing Report and mentioned in the 1947 Singapore Annual Report. At the end of 1948 the Singapore Improvement Trust had completed 676 houses, 128 flats, 162 tenements and 100 shops and in addition 264 flats at Tiong Bahru Estate were three-quarters completed. A further 48 flats were under construction at Kampong Silat and at Tiong Bahru the erection of 160 more was commenced.

The whole housing problem of the Colony was intimately connected with the provision of new legislation on the lines of Town and Country Planning Acts which exist in the United Kingdom, and it was hoped that a committee set up to report on the matter will be able to present its conclusions early in 1949. A more detailed report on housing in the Colony is to be found in Chapter 8 of Part II of this report.

The Municipality, the Rural Board and the Harbour Board made great progress in their efforts to restore to their prewar efficiency the public utilities and essential services for which they were responsible. Another factor of importance in this regard was the improvement in the public attitude towards their civic duties, which had

deteriorated badly during the Japanese regime. From the beginning of the year the Public Relations Office was formally integrated into the Secretariat. This office is the specialised organ of the Government to keep the public informed of its policies and of the administrative details and functions arising out of the carrying out of those policies at a time of ever growing public interest in public affairs and a readiness to assume responsibility for them. In this sense, the creation of a public relations branch was a tacit recognition of the large and legitimate part which public opinion must play in shaping the future of the Colony.

The Colony is due to receive considerable assistance from the Colonial Development and Welfare Fund and it is hoped that further assistance will be forthcoming in the future for use in connection with medical and social welfare services as well as other smaller projects which fall within the purposes to which the fund may be devoted. In 1947 a special grant of approximately £10,000 was made to enable locally domiciled officers to proceed to the United Kingdom in order to obtain qualifications which were not obtainable in Malaya, so that they can become eligible for promotion to senior posts in the Government services and during 1948 seven scholarships were awarded under the scheme.

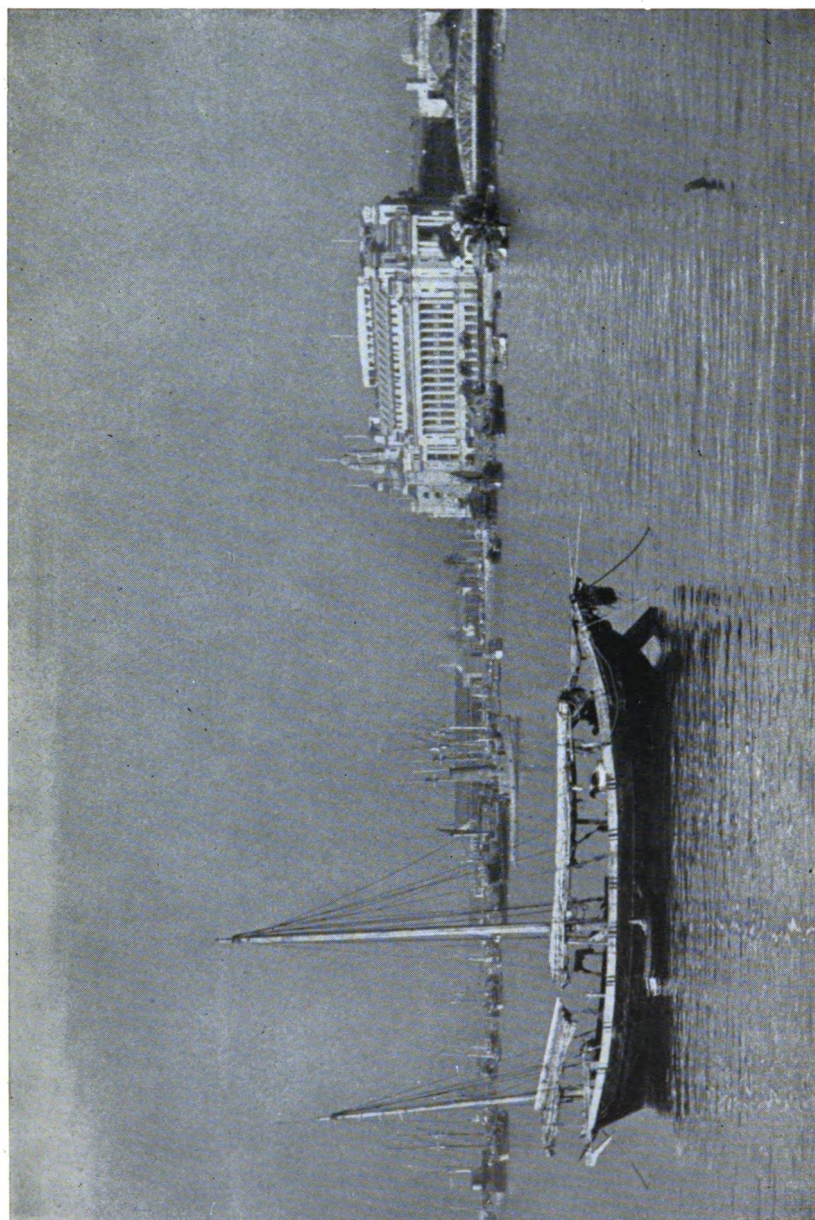
Until such time as local facilities became available for training locally born men and women to enable them to become qualified to hold more responsible posts in the various departments of Government, it is necessary for them to pursue training courses in the United Kingdom or elsewhere. To that end a start has been made with the provision of funds in the 1949 Estimates. The British Council also made awards but those were not confined to government officers and were mainly directed to the advancement of the cultural life of the Colony, while at the invitation of the Colonial Office seven Malayan journalists representing English, Chinese, Malay and Indian daily papers toured for six weeks in the United Kingdom.

Singapore has always been a centre for sport of all description. The stimulating influence of a resumption of more active control by the various associations and by the newly formed Singapore Olympic and Sports Council made itself felt while the tremendous interest in all forms of sport shown by the cosmopolitan population was a note-worthy example of its value in removing communal barriers. In March the Colony was accepted as an affiliate to the International Olympic Council, and for the first time in history Singapore was represented at the Olympic Games where LLOYD VALBERG of the Singapore Amateur Athletic Association qualified for the final



Public Relations

Lloyd Valberg, Singapore's competitor in the 1948 Olympic Games, at practice. He was placed eighth in high jump event at the Games.



C. A. Gibson-Hill

Fullerton Building dominates the waterfront of Singapore.

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of the high jump and was eventually placed eighth in that event. The Colony has also been invited to take part in the Empire games to be held in Auckland, New Zealand, in 1950.

A great deal of unobtrusive and unpublicised work for the common good was done by the religious and charitable bodies of all denominations which progressed steadily towards their prewar strength undeterred by dilapidations of their buildings and properties caused by the war and the enemy occupation and lack of trained staff. The Methodist Mission and the Colony suffered loss by the death of Bishop LEE.

During 1948 Singapore became more than ever the focal point of international and United Nations interests in south-east Asia. So long as the Colony continues to face with courage and confidence the troubled conditions now prevailing in south-east Asia and in the world in general and has the vision and determination to plan ahead there is no doubt that it will continue to progress along the path which its great founder with his vision foresaw for it 130 years ago.

PART II

CHAPTER 2

POPULATION

SINGAPORE ISLAND

THE complete census report of the enumeration of the population in 1947 had not been published by the end of the year and the mid-year population figures for the year 1948 were calculated on the preliminary census figures plus births minus deaths less a proportion of Pan-Malayan emigration surplus. On this basis the mid-year estimated population for 1948 was 961,856.

Details of population by races for 1947 and 1948 were as follows (excluding Christmas and Cocos Islands):—

Year	Chinese	Malays	Indians	Europeans	Eurasians	Others	Total
1947 (Census year)	727,863	114,654	71,289	8,718	9,012	6,543	938,079
1948	747,817	117,164	71,928	9,145	9,246	6,556	961,856

The natural increase in population, that is excess of births over deaths was 32,517 for the year, equivalent to 3.3 per cent of the mid-year population.

The figures for 1948 show that the natural increase of population by births over deaths was considerably reduced by the balance of emigration over immigration, most marked amongst Chinese and Southern Indians whereas in 1947 there was a balance of 2,663 of immigrants over emigrants. This new feature was of considerable interest showing as it did a reversal of the trend of increase in population by immigration from India and China so characteristic of the years between 1911 and 1931.

CHRISTMAS AND COCOS-KEELING ISLANDS

These islands which are situated in the Indian Ocean are administered by the Government of the Colony. The mixed Chinese and Malay population of Christmas Island was employed in exporting the phosphate of lime deposits found there. The Cocos-Keeling group on the other hand consists of some twenty-seven coral

reefs of which one was used as a base for a Cable and Wireless station and another for an aircraft landing strip. The main occupation of the islanders is working copra. The Cocos-Keeling group is unique in that the indigenous population, for long under the benevolent control of the CLUNIES ROSS family, is self supporting and immune to outside interference.

COCOS-KEELING ISLANDS

Year	Chinese	Malays	Indians	Europeans	Eurasians	Others	Total
1947 Census	14	1,780	—	17	—	—	1,811

CHRISTMAS ISLAND

Year	Chinese	Malays	Indians	Europeans	Eurasians	Others	Total
1947 Census	646	149	11	55	—	5	866

BIRTH AND BIRTH RATES

	1931		1947		1948	
	Number	Rate	Number	Rate	Number	Rate
Chinese ...	15,993	37.85	33,629	46.20	35,437	47.39
Malays ...	2,862	43.69	5,473	47.73	5,107	43.59
Indians ...	1,020	19.64	3,087	43.30	2,982	41.46
Europeans ...	169	20.55	312	35.79	348	38.05
Eurasians ...	199	28.53	359	39.84	366	39.58
Others ...	227	29.09	185	28.27	210	32.03
TOTAL ...	20,470	36.37	43,045	45.89	44,450	46.21
Male ...	10,753		22,152		22,940	
Female ...	9,717		20,893		21,510	
TOTAL ...	20,470		43,045		44,450	
Male births per 100 births ...		52.04		51.23		51.61

BIRTH BY SEX AND RACE

			Urban Area	Rural Area	Singapore Total
Males					
Europeans	...	...	141	49	190
Eurasians	...	...	176	20	196
Chinese	...	...	13,512	4,834	18,346
Malays	...	...	1,551	1,049	2,600
Indians	...	...	1,155	345	1,500
Others	...	...	97	11	108
TOTAL	...	...	16,632	6,308	22,940
Females					
Europeans	...	...	118	40	158
Eurasians	...	...	150	20	170
Chinese	...	...	12,545	4,546	17,091
Malays	...	...	1,463	1,044	2,507
Indians	...	...	1,149	333	1,482
Others	...	...	95	7	102
TOTAL	...	...	15,520	5,990	21,510
GRAND TOTAL	...	...	32,152	12,298	44,450

Whilst the number of births in 1947 showed a very considerable increase over any previous census year, the increase in 1948 was only slight and mainly among Chinese. Births among Malays and Indians were slightly less in 1948 than in 1947. Thus the number of births and the birth rate continued to increase.

DEATHS AND DEATH RATES

	1931		1947		1948	
	Number	Rate	Number	Rate	Number	Rate
Chinese	10,599	25.09	9,368	12.87	8,954	11.97
Malays	1,905	29.08	2,029	17.70	1,947	16.62
Indians	820	15.81	878	12.32	816	11.34
Europeans	51	6.20	74	8.49	69	7.55
Eurasians	103	14.76	84	9.32	93	10.05
Others	145	18.58	78	11.92	54	8.24
TOTAL	13,623	24.20	12,511	13.34	11,933	12.41

DEATHS BY AGE GROUPS

Ages	Urban Area	Rural Area	Singapore Total
0- 1 day	319	80	399
1- 7 days	382	91	473
8-14 days	238	45	283
15-21 days	163	36	199
22-28 days	87	18	105
NEO-NATAL DEATHS	1,189	270	1,459
1- 2 months	401	121	522
2- 3 months	253	62	315
3- 4 months	141	37	178
4- 5 months	140	39	179
5- 6 months	112	30	142
6- 7 months	121	29	150
7- 8 months	115	17	132
8- 9 months	112	28	140
9-10 months	125	23	148
10-11 months	96	22	118
11-12 months	85	23	108
INFANTILE MORTALITY	2,890	701	3,591
1- 5 years	1,001	394	1,395
5-10 years	180	86	266
10-15 years	124	32	156
15-20 years	184	50	234
20-25 years	302	75	377
25-30 years	358	109	467
30-35 years	425	100	525
35-40 years	563	111	674
40-45 years	554	107	661
45-50 years	526	123	649
50-55 years	538	127	665
55 years and over	1,727	538	2,265
Age unknown	7	1	8
GRAND TOTAL ...	9,379	2,554	11,933

It is pleasing to be able to record a further reduction in the death rate to the new low rate of 12.41 per 1,000 of the population compared with 13.34 in 1947. The absence of any outbreaks of major infectious disease and the continued lowered incidence of malaria—for which every credit must be given to the activity and vigilance of the health services both Municipal and Government—helped toward this present low rate.

A study of the table of deaths by causes revealed certain interesting features. There has been a marked reduction in deaths from malaria and fever unspecified, beri-beri and violence—all

preventable diseases—and from influenza and convulsions. On the other hand there has been an increase in deaths from diphtheria, heart and circulatory diseases, diarrhoea and diseases of the digestive system and diseases of the nervous system.

While certification of death was still open to serious inaccuracy in the rural districts where over one quarter of the total deaths was recorded during the year, the reduction in deaths attributed to unspecified fever, to infantile convulsions and to senility was a matter for congratulation.

DEATHS BY SEX AND RACE

	Urban Area	Rural Area	Singapore Total
Males			
Europeans	33	13	46
Eurasians	42	6	48
Chinese	4,266	980	5,246
Malays	709	367	1,076
Indians	439	95	534
Others	24	4	28
Unknown	5	—	5
TOTAL	5,518	1,465	6,983
Females			
Europeans	19	4	23
Eurasians	41	4	45
Chinese	3,044	664	3,708
Malays	511	360	87
Indians	227	55	282
Others	13	2	15
Unknown	6	—	6
TOTAL	3,861	1,089	4,950
GRAND TOTAL ...	9,379	2,554	11,933

Although more deaths were recorded from non-pulmonary tuberculosis, the pulmonary tuberculosis death rate showed a further decrease.

Of the 3,591 infant deaths in 1948, 1,945 were males and 1,646 females.

As the infant mortality rate is always looked upon as one of the main criteria in evaluating the health of the population it is important to note the further reduction to 80.79 per 1,000 births; the lowest ever recorded. The rate for Chinese was particularly low being 71.02 compared with 79.43 for 1947 and this was by far the largest section of the Colony's population.

TOTAL NUMBER OF DEATHS REPORTED IN SINGAPORE BY CAUSES—1946-8

Causes	Average 1939/41	1946	Index 1946	1947	Index 1947	1948	Index 1948
Malaria and Unspecified Fever ...	1,159	1,929	168	1,207	104	971	84
Violence (all forms) ...	477	773	162	573	120	457	96
Beri-beri ...	654	786	120	398	61	312	47
Senility ...	927	1,101	119	955	103	920	99
Bronchitis, Pneumonia and T.B. of Respiratory System ...	3,513	3,868	110	3,013	86	2,902	83
Heart Diseases ...	491	516	105	403	82	433	90
Diseases of the Circulatory System ...	168	145	86	112	67	173	103
Diseases of the Digestive System ...	409	371	90	253	62	340	83
Diseases of Early Pregnancy and Early Childhood ...	994	982	99	978	98	1,004	101
Infantile Convulsions ...	1,793	1,571	88	1,519	85	1,257	70
Diseases of the Respiratory System ...	416	367	88	333	80	322	77
T.B. other than Respiratory System ...	186	163	88	167	90	233	125
Diseases of the Genito Urinary System ...	548	394	72	277	51	285	52
Diseases of the Nervous System ...	438	310	71	263	60	303	69
Influenza, Acute Rheumatism ...	279	195	70	208	75	101	36
Typhoid, Dysentery, Diarrhoea and Enteritis ...	1,350	908	67	954	71	1,064	79
Cancer ...	353	217	61	306	87	334	95
Others ...	1,147	691	60	592	52	522	46
TOTAL ...	15,302	15,287	100	12,511	82	11,933	78
Pulmonary Tuberculosis ...	1,714	1,976	115	1,468	86	1,449	85

Indices are based on 1939/41 average.

INFANT MORTALITY

	1931		1947		1948	
	Number	Rate	Number	Rate	Number	Rate
Chinese ...	3,041	183.83	2,671	79.43	2,527	71.02
Malays ...	722	261.35	784	143.25	793	155.27
Indians ...	171	163.73	236	76.45	229	76.79
Europeans ...	5	29.59	18	57.69	15	43.10
Eurasians ...	23	110.55	28	77.99	14	46.24
Others ...	34	149.78	91	113.51	13	61.90
TOTAL ...	4,046	191.30	3,758	87.33	3,591	80.79

The number of still births was somewhat higher, being 753 in 1948—622 in the urban area and 131 in the rural area—as against 671 in 1947.

1948, however, showed a further reduced maternal mortality rate of 2.4 per 1,000 live births, which was a low record. Comparison with previous years is demonstrated in the graph shown on page twenty-seven

MIGRATION STATISTICS BY SEA AND AIR DURING 1948

EMIGRANTS

Race	Men	Women	Children		Total
			Male	Female	
Europeans ...	12,538	6,137	1,164	1,022	20,861
Eurasians ...	67	29	6	4	106
Chinese ...	66,508	22,303	8,853	6,258	103,922
Malays ...	5,522	1,174	343	237	7,276
Northern Indians ...	3,800	550	295	205	4,850
Southern Indians ...	12,881	1,469	843	807	16,000
Japanese ...	81	2	—	—	83
Other Races ...	1,686	625	243	227	2,781
TOTAL (All Races) ...	103,083	32,289	11,747	8,760	155,879

IMMIGRANTS

Race	Men	Women	Children		Total
			Male	Female	
Europeans	11,819	6,113	1,223	1,127	20,282
Eurasians	108	91	44	27	270
Chinese	53,033	18,998	6,968	3,830	82,829
Malays	3,842	904	282	283	5,311
Northern Indians ...	3,757	825	331	272	5,185
Southern Indians ...	6,195	1,408	632	592	8,827
Japanese	7	1	—	—	8
Other Races	1,480	396	120	96	2,092
TOTAL (All Races) ...	80,241	28,736	9,600	6,227	124,804

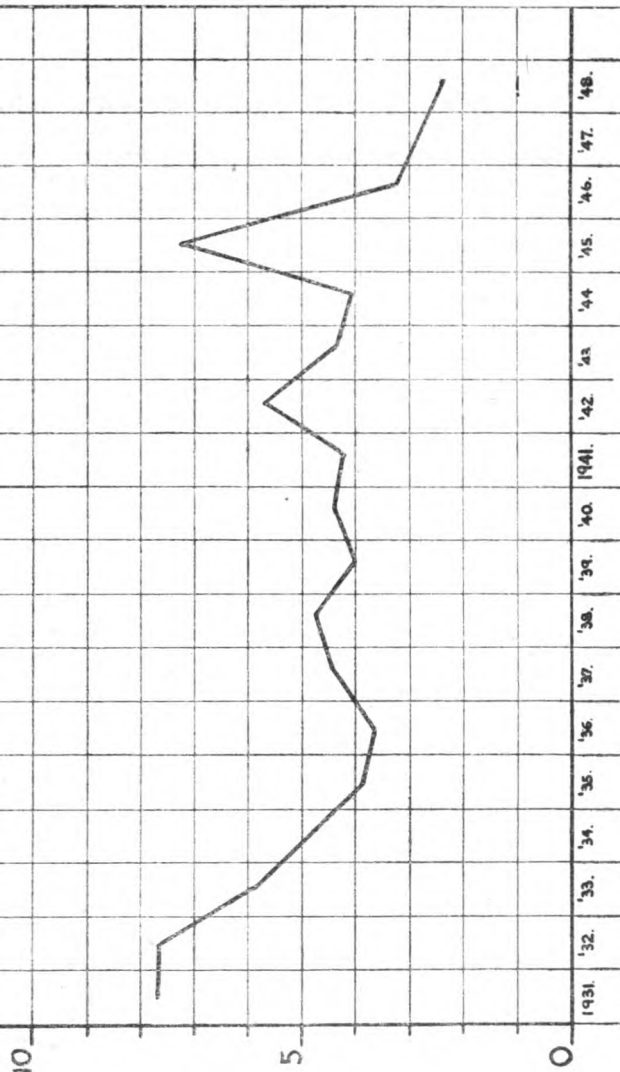
CHINESE DECK PASSENGERS FROM AND TO CHINA INCLUDING HONGKONG, 1948

	Men	Women	Children		Total
			Male	Female	
Immigrants	32,442	14,601	5,634	2,917	55,594
Emigrants	29,391	13,864	6,987	5,097	55,339

SINGAPORE.

MATERNAL MORTALITY RATES. 1931-1948.

DEATHS PER 1000
LIVE BIRTHS.



CHAPTER 3

OCCUPATION, WAGES, LABOUR ORGANISATION

THE statistician who attempted to classify the workpeople of Singapore by occupation would find himself faced with a difficult task, for the variety of races which make up the population and the individualism of the Chinese in particular have produced many strange occupations not usually included in standardised schedules. From the aged woman who supports herself by unsoldering the broken lids of discarded milk tins and selling the resulting receptacle for use as a latex collecting cup, and the gentleman who makes ladles from half a coconut shell and a length of bamboo, to the most highly paid technician of a modern engineering works, there ranges a vast number of ingenious trades which serve to provide an independent living for some members of the community.

The Labour Department, in compiling employment figures uses 115 group descriptions, but within those descriptions there are a much larger number of occupations.

Among the more conventional forms of employment which give work to large numbers, "building" ranks first with more than 7,000 persons. Other large employment groups are rubber packing, 3,800, and rubber milling 3,200. "Engineering works"—a generic term which covers employment in humble one-room Chinese shops as well as work in the latest equipped modern foundries—give employment to almost 3,000. Stevedoring and lighterage, as might be expected in a large port, account for almost 2,000 each in addition to the 8,000 employed by the Singapore Harbour Board on similar services.

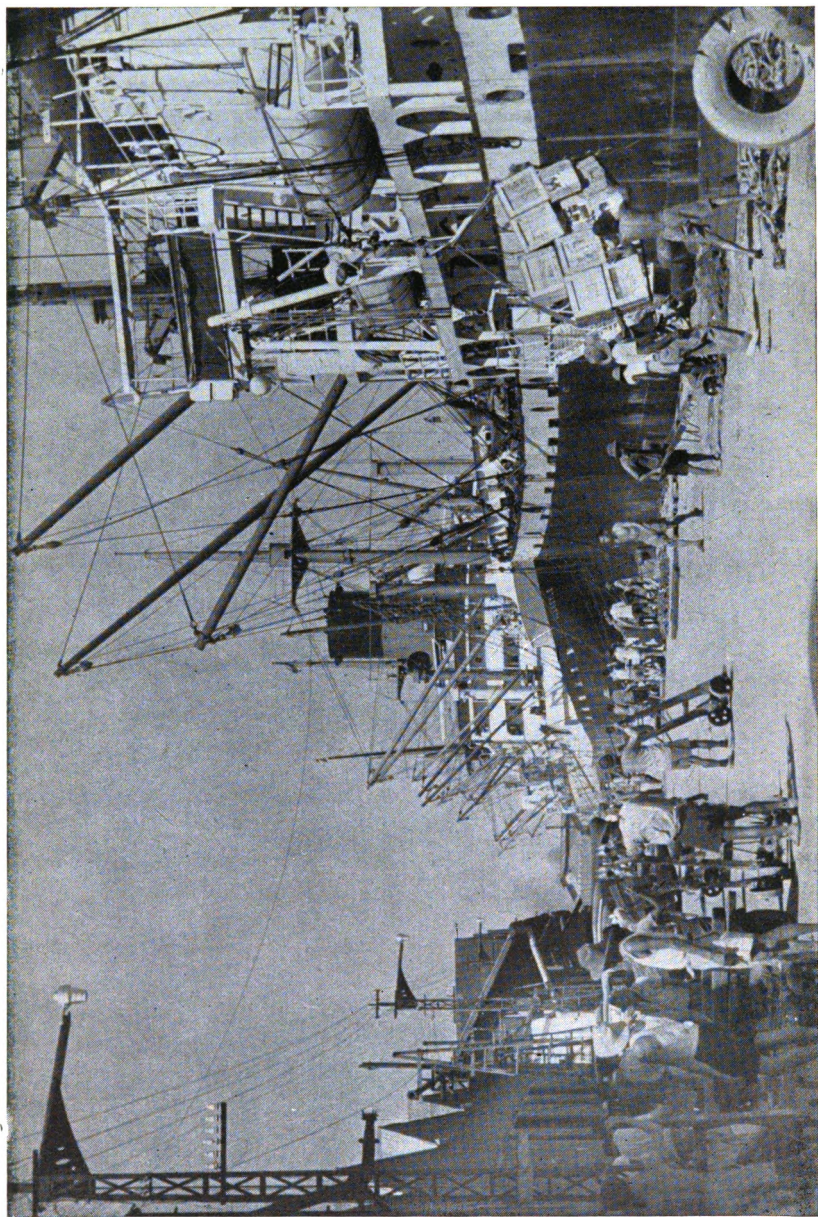
Taken as "employers" the Government group provides work for the greatest number. In the Government group are included the Government of the Colony, the Naval, Military and Air Force Authorities, the Municipality and the Singapore Harbour Board, who between them employ 40,000 workmen apart from clerical and supervisory staff. At the other end of the scale can be noticed two fruit preserving firms with nine employees between them, two perfumery works with ten, three lime makers with fourteen and—to wind up—ten undertakers with forty-six.

This classification by industry is naturally very wide. No figures for classification by trade or occupation were available.

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C. A. GROSSMAN

The docks of Singapore are always busy.

The large numbers of persons occupied in street trading should also be noted. There were some seven thousand licensed itinerant hawkers in the Municipal area permitted to sell a variety of goods. But it was estimated that there were some twenty thousand others engaged in illegal street trading. This form of earning was frequently resorted to by the unemployed and even by the families of the fully employed. Although that may indicate a spirit of independence it raised a serious problem of health for the Municipal Authorities.

Throughout the year it became increasingly apparent that unemployment, which was noticed in the Report for 1947, would assume serious proportions. Towards the end of the year there was a sharp fall in the number employed, when some 500 were discharged from rubber processing factories as redundant, 900 from sago factories, and there were many workers discharged from smaller industries. No precise figures can be given as there was no compulsory registration of workers and no scheme of unemployment insurance which would require periodical reports by those out of work, but some indication can be gained from the periodical returns made by employers. From these returns it was shown that there was a drop of 6,000 between September, 1947 and September, 1948—which was five per cent of the total of labourers employed.

Two noteworthy matters affecting employment occurred during the year. The first was the abolition of the contractor system of employment in the Singapore Harbour Board wharfing section and the second was the establishment of an Employment Bureau for Seamen.

The Singapore Harbour Board formerly employed some 10,000 stevedores and wharf workers in the loading and unloading of ships. These men were provided as required by three contractors for labour. In practice this resulted in certain abuses and also created an unnecessarily large pool of casual labour, much of which got only a few days work in the month. By the abolition of contractors and subsequent direct engagement of the required number of men on a guaranteed weekly minimum wage—with, of course, opportunities for higher earnings, and with other benefits such as medical attention and holidays with pay—the Board immensely improved the living conditions of its employees and set a standard of employment which it was hoped others might be encouraged to follow.

The engagement of seamen in Singapore has long been effected through the agency of contractors known as "Ghaut Serangs", these contractors being entitled to a percentage of the first month's wages earned by the newly recruited seamen. This system, too, was open to abuse, particularly when employment was hard to find. Attempts

to establish a better system were made some fifteen years ago but ended in failure. In 1947 renewed efforts were made to abolish these contractor intermediaries, and after prolonged negotiation between the shipowners' representatives and the seamen's unions agreement was reached which resulted in the establishment of a Seamen's Registration Bureau. The Bureau opened on a voluntary basis at the end of March and legislation was enacted during the year which gave legal effect to it as from 1st January, 1949 as the sole channel of engagement of crews for British ships. The Bureau should provide a fairer and more equal chance for seamen to obtain employment, the only advantage being with those who have the better records of service. A disquieting feature revealed by the Bureau was that there were 12,000 men seeking employment as seamen whereas there did not appear to be employment available for more than 5,000.

There was a tendency for wages to fall. This was particularly noticeable during the closing months, when many employers withdrew special concessions and allowances hitherto paid, and also in some cases gave notice of reductions in piece rates. Of particular importance was a reduction in lighterage rates paid for ship-to-shore haulage, and as reasonable cargo handling charges are essential to the prosperity of this Colony, the reductions effected were overdue, and were not such as would cause distress since the margins were unnecessarily high.

The wages of Government daily-rated unskilled employees mostly remained unchanged but those of skilled workers were considerably improved by an increase in the temporary allowances paid. Examples of those rates are:—

					<i>Per diem</i>			
					\$ c.	\$ c.	s. d.	s. d.
Unskilled Labourer	...	...	...	...	1 94		(4 5½)	
Plumber—	Grade I	...	...	...	5 53-6 33		(12 11-14 9)	
	Grade II	...	...	...	4 64-5 53		(10 10-12 11)	
	Grade III	...	...	...	4 00-4 64		(9 4-10 10)	
Carpenter—	Grade I	...	...	...	4 64-5 85		(10 10-13 8)	
	Grade II	...	...	...	3 68-4 64		(8 7-10 10)	
	Grade III	...	...	...	2 62-3 68		(6 1- 8 7)	
Mason—	Grade I	...	...	...	4 00-4 64		(9 4-10 10)	
	Grade II	...	...	...	2 56-3 68		(6 - 8 7)	
Mechanics—	Grade I	...	...	...	5 53-6 33		(12 11-14 9)	
	Grade II	...	...	...	4 64-5 53		(10 10-12 11)	
	Grade III	...	...	...	4 00-4 64		(9 4-10 10)	

These rates are followed, generally, by the Services (Navy, Army and Royal Air Force), but had not been fully adopted by the Municipality pending agreement with the trade unions representing Municipal labourers.

The Government worker has various benefits in addition to these wages such as free housing or an allowance in lieu, free medical attention, holidays with pay and gratuities for long service. These benefits were estimated to represent an additional twenty-five per cent on the workers' wages.

Examples of non-Government wage rates prevailing in December are :—

					<i>Per diem</i>					
					\$ c.	\$ c.	s.	d.	s.	d.
Bus Drivers	...	...	...	...	5 00—	7 00	(11	8—	16	4)
Brick-layer	...	...	...	...	6 00—	7 00	(14	—	16	4)
Furniture Maker	...	...	...	...	7 00—	10 00	(16	4—	23	4)
Painter	...	...	...	...	5 00—	8 00	(11	8—	18	8)
Baker	...	...	...	...	3 00—	6 00	(7	—	14)
Carrying labourer	...	...	...	...	3 50—	8 00	(8	2—	18	8)
Coppersmith	...	...	...	...	4 00—	6 00	(9	4—	14)

An interesting point noted during the year was a “black market” in skilled wage rates in the building industry. It was mentioned in the Report for 1947 that high costs, including high labour costs, were holding up progress of building and construction. Further reduction in employment in the building trade for the same reason, created a situation in which the Building Workers' Union still insisted upon very high wage rates while individual members, eager to work, offered to accept much less provided the employer did not disclose that he was not paying the union rates. The union declined to adopt a more realistic attitude and so the “black market” was created.

The normal day's work was of eight hours though there were instances, particularly in industries operating a shift system, where longer hours are worked. It was not infrequent for regular overtime to be worked and it was not unknown for a strike to originate from cessation of overtime working. The usual extra rates for overtime work were one and a half times the ordinary rate, increasing to double rates if the overtime working was prolonged. Work done on Sundays or public holidays was usually paid for at double rates.

The Joint Wages Commission, set up in 1947 to enquire into and report upon the conditions of employment and remuneration of daily paid employees of the Government and Municipalities in the Federation of Malaya and Singapore, whose interim report was mentioned in the Report for last year, issued its final report on 1st March. This valuable document covered all conditions of employment other than wages and made many pertinent observations relating to present-day labour conditions in Singapore which could well be regarded as of more general application than to Government employment only.

After reviewing the historical development of the employment system in Singapore the report stated: "It is desirable, therefore, that the paternalistic system of employment should be now progressively and speedily relaxed and that the employee should learn to express his own individuality in a spirit of self-reliance with a full sense of responsibility as a member of the community and a servant of the State." That observation—which incidentally bore out the recommendation of the late Major Sir G. ORDE BROWNE, Labour Adviser to the Secretary of State, in 1941—was of particular interest in the light of trade union tendencies over the last three years. These have been more and more in the direction of increased paternalism in that demands have tended to be made on employers for provision of benefits such as free housing, gratuities, etc. as much as for additions to wages. It was rather anomalous that such demands should have been made by unions which were almost militant in their avowal of self-reliance, but this was readily understandable viewed in the light of historical development. The position reached in Singapore was that the educated and more vocal unions started a campaign for improved living conditions based on standards of output in other countries which they themselves might conceivably achieve. This was imitated by the more illiterate workers, who form the bulk of Singapore labour, who did not see that such improvements in conditions require a *quid pro quo* from themselves which they were unwilling to give. In other words "only a greater productivity can sustain a progressive increase in the standard of living."

The militancy of trade unions greatly decreased during the year when the leaders of many unions disappeared about the same time as the emergency was proclaimed. In the early months there had been one or two occasions, particularly in the Harbour Board, when a trade union had attempted to disrupt the working of the port, not on any legitimate trade dispute grounds, but purely for political and selfish purposes. There were three unions among the cargo handling workers in the Harbour Board, one of which was completely dominated by the communist-controlled Singapore Federation of Trade Unions, the President of the Union being concurrently President of the Federation. The other two unions were not under the influence of the Federation. One of the stoppages was an attempt to hinder the introduction of the Board's scheme for decasualisation of workers, although the Union and the Federation had repeatedly declared themselves as opposed to the existing practice of employment of labour through contractors. This attitude was typical of

the contradictory behaviour of the Federation-controlled unions at that time.

During the police investigations into the origin of seditious documents circulated by this trade union during another strike in April, clear evidence was discovered of a well-established intimidatory organisation used for the purpose of forceful picketing.

A significant incident which occurred about this time was a declaration by a leading Communist that labour henceforth would cease to rely upon conciliation but would depend upon their own militant strength. The events centering round the celebration of May Day showed that these threats were being carried out. Part of the proposed celebration was to be a mass meeting in Farrer Park, a recognised meeting place for large scale rallies, followed by a procession through the town. The police were forced to refuse permission for the procession because on two previous occasions, when similar processions had been allowed, the column of marchers ignored police directions, disregarded traffic precautions, attacked passers-by and set fire to motor vehicles. The Federation of Trade Unions decided to defy the police and stated in writing that the procession would be held despite the ban. There was no alternative but to prohibit the mass meeting as well and eventually no attempt was made to hold either.

The growing militancy in Singapore ended with the outbreak of murder and violence in the neighbouring territory of the Federation in June, about which time, as has been noted, most of the leaders of the militant trade unions disappeared leaving the masses of the workers without union guidance.

It was feared that the consequent disintegration of the unions might be used by employers as an advantageous moment to deprive the workers of privileges won during the previous months and the Labour Advisory Board passed a resolution designed to prevent that happening. It is satisfactory to note that employer-employee relations for the remainder of the year were amicable and few cases were found of employers taking advantage of the existence of Emergency Regulations to lower their workers' conditions. The lowering of wages towards the end of the year arose from purely economic reasons.

These Emergency Regulations were in no way directed against the activities of trade unions and repeated efforts were made to convince the unions of that fact, but the power of the unions was greatly affected by the disappearance of those communist-directed leaders planted in them, who had been the organisers and moving spirits in most trade union activities.

Trade unions in Singapore were required to register by the provisions of the Trade Unions Ordinance. Since that Ordinance came into force in 1946 a total of 177 unions has been registered. During the same period 21 unions were dissolved, leaving a total of 156 on the register at the end of 1948. It was unfortunately not possible to record that the enthusiasm for the formation of unions extends always to the proper management of their affairs, though there were a number of unions which were excellently managed. The annual returns made by the unions disclose that too great a percentage of union funds was often spent on transport, entertainment, and on allowances to officials. Frequently no proper check is kept on expenditure and the funds of the union were retained by the officers instead of being lodged in an account with a bank. One of the reasons for this state of affairs was that the union members were insufficiently educated to be capable of doing the clerical work of management by themselves, and the unions had insufficient funds to enable them to engage a competent clerk to do it for them. The development of trade unionism in Singapore should be towards unions by trades. Were that achieved the numbers would be sufficiently large to permit the employment of competent staff while the workers would be in a stronger bargaining position. At present the sub-division of tradesmen into unions by race, tribe, and political leanings means that a stand by one union of a particular trade can be defeated by employment of workmen of the same trade from a different union.

In this connection it was worthy of note that some workmen in Singapore so little understood the basis of unionism that they regard as unfair practice the engagement by an employer of other workmen to replace those on strike, and they regarded a strike as still continuing, after several months, even though the strikers have all been replaced and have themselves found work elsewhere.

During the year there has been a reorganisation and strengthening of the Registrar of Trade Unions Department which already shows signs of being of great benefit to the unions. The post of Assistant Trade Union Adviser which had been vacant since the resignation, in June, 1947 of the previous holder, was also filled.

The Labour Department was primarily responsible for dealing with all aspect of labour affairs insofar as these concern Government. It had a wide variety of activities, advisory and executive, not the least of which was conciliation in trade disputes. Although the number of strikes in 1948 was considerably less than the previous year—twenty as against forty-five in 1947—there were still a large number of trade disputes which were settled by negotiation in the Labour Department without resort to a strike.

Although machinery does exist, by virtue of the Industrial Courts Ordinance, for the settlement of disputes by legally established Arbitration Boards or by Industrial Courts, resort to it was seldom made by the parties to a dispute. Submission of a dispute to either of these bodies must be by mutual consent of both parties and also only if direct negotiations have been unsuccessful. Use of this machinery must be voluntary. No compulsory powers exist for the settlement of any trade dispute nor were they thought desirable, though there was a change during the year through the enactment of Emergency Regulations which, in effect, require negotiation before a strike may be declared. This will be discussed later.

The Industrial Courts Ordinance was used once during the year in a dispute between lighterage workers and their employer. The Court consisted of an independent chairman and one nominee each of the workmen and the employer. After several meetings it issued an agreed award but it was unfortunate that the workmen, although their union professed itself satisfied with the terms of the award, found some other pretext for going on strike immediately after it had been made.

During the year panels for the Industrial Courts consisting of representatives for the workmen's and for the employers' sides were compiled by inviting nominations from the organisations of each side. A third panel of independent persons to act as chairmen was also chosen.

Despite the existence of this machinery for settlement of disputes many local workmen still preferred to reach a settlement through the assistance of Labour Department officers or through mediation by community leaders rather than by use of the Industrial Court. The officers of the Labour Department all speak one or more of the languages of the country; were familiar with the working conditions of the Colony; and usually had had long experience of conciliation work. Their mediation in trade disputes was generally very successful.

Another function of the Labour Department was that of adjudication in factual disputes relating to wages due or to terms of employment. Workmen who had not been paid according to the terms of their engagement could bring their complaints before an officer of the Department, who had power to summon defendants, to hear the case, and to make orders, without limitation of amount, according to his findings. This facility provided a convenient and speedy means of achieving justice for the workmen who could probably not afford the cost and delays of the more formal procedure of a civil court. That the convenience was appreciated was shown

by its popularity. In 1948, 289 cases were heard. This figure was a marked increase over the figure of 174 cases for 1947 and the amounts in dispute also showed a great increase \$251,071 as compared with \$89,046.34. Unfortunately, the amounts recovered on behalf of the workers did not show similar increase—\$37,146.32 out of \$113,546.19 as compared with \$36,806.18 out of \$46,375.18 ordered in 1947. The difficulty in recovery was thought to be due to the hardening trade position.

A large part of the unrecoverable money was due from sub-contractors for labour. The law at present does not require the principal employer or contractor to be responsible for payment of wages for the work done on his behalf by men engaged by a sub-contractor. The prevalence of sub-contracting and sub-sub-contracting in Singapore often means that the direct employer of the workmen was a man who had agreed to do work at a figure below what it would cost him. He obtained advances on the final payment, keeps his workmen satisfied with partial advances on their earnings and then, when the settlement came, found that he had not the money to pay wages in full. Workmen were invariably advised to demand their wages in full, weekly, and to stop work if they did not get them, but old custom dies hard and so the failures and losses continue. It was proposed to make provision in the new Labour Ordinance, for imposing liability upon the principal contractor for all wages up to a period of two weeks.

Preparation of legislation concerning labour matters was another function of the Labour Department. A draft for a new Labour Ordinance was completed during the year and was then considered by the Labour Advisory Board. This draft incorporated many new provisions designed to give effect to Conventions of the International Labour Organisation. Owing to shortage of staff it was not possible to complete the final draft of this Ordinance before the end of the year. A worse fate befell a draft for a new Workmen's Compensation Ordinance and another for a Factory Act, on neither of which was any progress possible.

Legislation enacted consisted of a renewal of the former temporary amendment to the Workmen's Compensation Ordinance, made to permit benefits compatible with the post-war inflation of wages and prices; amendment of the Merchant Shipping Ordinance, to legalise the establishment of an office for the recruitment of seamen; two Emergency Regulations, one of which gave powers to the Registrar of Trade Unions temporarily to stop transactions in any trade union banking account when the officers of the union had disappeared leaving no properly authorised officials to conduct the affairs of

This sword for Allah.

DATA

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The Chief Inspector of Machinery also examined persons in charge of certain dangerous machinery and issued certificates of competency. 253 such persons were examined in 1948 while 673 machinery installations were inspected.

The Employment Exchange which was instituted by the British Military Administration in 1945 continued to grow in popularity in 1948. The Employment Officer attended a three months course of instruction in New Delhi early in the year which had been made available to him by the courtesy of the Indian Government. On his return he put forward plans for reorganisation and improvement of the Singapore Exchange which it was hoped might be implemented in 1949. This Exchange fulfilled a very useful function. Even though there was no compulsion upon workers or employers to use it and no scheme of social insurance operated through it which would compel workmen to report to it, the number of applications for employment was 20,585 and the number of those placed in employment was 7,525. No fees of any kind were charged for the services of the Exchange.

There was no system of State social insurance in the Colony, but certain benefits which would be provided by such a scheme were given by many employers. There was no consistent practice followed by all employers, except in the payment of maternity benefits to female manual workers which were obligatory under the Labour Ordinance. Free medical attention was provided by many employers and free hospital treatment by some. There was, however, free medical attention available to all at Government outdoor dispensaries and free hospital treatment was also available at Government hospitals.

Housing continued to be one of the expensive items in the workman's budget as new building still lagged far behind demand. Apart from this item there was a slight fall in the cost of living during the year. Rice, always the controlling factor in living costs in this Colony, became more easily obtainable and although the price of rationed rice remained constant the price of "free" rice fell considerably and was, at times, below that of the ration. Interference with supplies from the mainland caused a temporary increase in vegetable prices but on the whole the cost of living did fall and figures issued by the Statistics Department show that there was a fall of over ten per cent in food costs between mid-1947 and December, 1948.

A notable event during the year was a visit by two experienced trade unionists from the United Kingdom, Mr. S. S. AWBERY, M.P.,

and Mr. F. W. DALLEY, to investigate labour conditions and trade unionism in the Colony and the Federation of Malaya..After their visit they issued a valuable comprehensive report in which those interested will find instructive information on many of the matters reviewed in this chapter.

CHAPTER 4

PUBLIC FINANCE AND TAXATION

REVENUE AND EXPENDITURE

General		1947 \$	1948 \$
Revenue	... ..	76,641,466	73,746,016
Expenditure	... ..	62,670,478	92,492,455
		<hr/>	<hr/>
SURPLUS	... ..	13,970,988	—
		<hr/>	<hr/>
DEFICIT	... ..	—	18,746,439
		<hr/>	<hr/>

The decreased revenue in 1948, compared with 1947, was due chiefly to the fall of \$16.5 millions in "Miscellaneous" receipts: offset, notably, by a \$10 millions increase in receipts from licences, excise and internal revenue. Increased expenditure in 1948, compared with 1947, reflected the expanding activities and increased costs of nearly all branches of the administration and the public services.

The partly estimated deficit of \$18.7 millions was more than accounted for by the short intake of income tax revenue: estimated, originally, to yield \$25 millions. Although the Income Tax Ordinance was passed at the end of 1947, its operation was delayed by public discussion, culminating in select committees and an amending Ordinance in July, 1948. The amended law reduced potential revenue from the tax and delayed preparation of the forms of return. It should be noted that the figures of revenue and expenditure for 1948 are partly estimated.

Details of Revenue are shown hereunder:—

Heads of Revenue	1947 \$	1948 \$
Licences, Excise and Internal Revenue not otherwise classified	45,341,907	55,131,917
Fees of Court or Office, Payments for Specific Services and Reimbursements-in-aid	1,411,566	2,272,872
Posts and Telecommunications	5,119,923	7,152,030
Rents on Government Property	1,761,876	2,759,017
Interest:—		
(a) Interest on Investments	164,017	178,198
(b) Interest from Opium Revenue Replacement Reserve Fund	2,283,438	2,056,598
	<hr/>	<hr/>
<i>Carried forward</i>	56,082,727	69,550,632

		\$	\$
	<i>Brought forward</i> ...	56,082,727	69,550,632
(c) Other items	... ..	717,928	802,246
Miscellaneous Receipts	... ..	19,824,562	3,356,899
Total exclusive of Land Sales ...		76,625,217	73,709,777
Land Sales and Premia on Grants	... ..	16,249	36,239
Grants-in-aid Colonial Development Fund and Welfare Act	... ..	—	—
Total Revenue		76,641,466	73,746,016

EXPENDITURE 1947 AND 1948

The particulars of expenditure are set out below:—

Heads of Expenditure	1947		1948	
	\$	c.	\$	c.
Administration—General	3,362,494	00	4,204,781	00
—Technical	2,766,472	00	3,195,356	00
Charge on account of Public Debt	6,792,962	00	8,092,350	00
Defence (Volunteer Forces)	69,001	00	135,975	00
Education	2,158,353	00	2,831,324	00
Judicial, Police and Prisons	6,940,330	00	9,523,673	00
Medical—General	6,345,550	00	7,445,749	00
Miscellaneous	21,095,316	28	40,450,329	00
Pensions, Allowances and Gratuities	3,383,324	10	3,122,491	00
Postal and Telecommunications	2,588,893	00	4,560,674	00
Public Works	4,692,044	00	6,219,067	00
Social Services	2,475,739	00	2,710,686	00
TOTAL	62,670,478	38	92,492,455	00

(a) Includes:—

	\$	c.
Cost of Living Allowances	6,313,698	00
Contribution to Singapore Improvement Trust	1,737,500	00
Contribution to Rural Board	1,378,415	00
Indents placed by the Malayan Planning Unit	3,114,229	00
Purchase of Unicrafts, Barges and Tugs	953,914	00
Refugees and Displaced Persons	421,260	00
Unclassified	7,176,300	28
	21,095,316	28

(b) Includes:—

	\$	c.
Arrears of Salaries and Allowances	8,093,160	00
Cost of Living Allowances	9,796,744	00
Changi Airport Development	1,754,200	00
Contribution to Singapore Improvement Trust	2,450,000	00
Contribution to Rural Board	1,700,000	00
Housing Allowances	850,787	00
Indents placed by the Malayan Planning Unit	2,887,155	00
Refunds of Passages for Evacuees	650,000	00
Singapore Registration Scheme	350,000	00
Unclassified	11,918,283	00
	40,450,329	00

PUBLIC DEBT

The Straits Settlement 3% Loan 1962/72 shown below at (a) was repayable by the Singapore and Penang Harbour Boards by whom charges for interest and Sinking Fund were paid and the Straits Settlements 3% War Loan 1952/1959 shown at (b) and the Straits Settlements 3% War Loan 1953/1960 shown at (c) and the Straits Settlements War Savings Certificates shown at (d) totalling \$43,675,378, represented free gifts to His Majesty's Government for the prosecution of the war. All charges for interest and Sinking Fund (and for the Straits Settlements War Savings Certificates encashment) were payable from the general revenue and assets of the Colony. The Singapore 3% Rehabilitation Loan 1962/70 was intended to provide funds to meet extraordinary financial commitments arising out of the enemy occupation of Malaya or incidental to the economic rehabilitation of the Colony. The Straits Settlements 3% Loan 1962/72 and the Straits Settlements 3% War Loan 1953/1960 were managed and serviced by the Chartered Bank of India, Australia and China. The Straits Settlements 3% War Loan 1952/1959 and the Singapore 3% Rehabilitation Loan 1962/1970 were managed and serviced by the Hong Kong & Shanghai Banking Corporation. The Straits Settlements 3% Loan 1962/72, the Straits Settlements 3% War Loan 1952/59, the Straits Settlements 3% War Loan 1953/1960 and the Straits Settlements War Savings Certificates indebtedness were subject to apportionment with the Government of the Federation of Malaya on account of the post-war absorption of Penang and Malacca into Federal Territory.

LOANS

Description	Amount	Repayable (earliest)	Interest payable yearly
	\$		
(a) S.S. 3% Loan 1962/ 1972	30,000,000	15th April, 1962	15th April :
(b) S.S. 3% War Loan 1952/1959	25,000,000	1st Oct., 1952	15th October April : October
(c) S.S. 3% War Loan 1953/1960	10,000,000	15th July, 1953	15th Jan. :
(d) S.S. War Savings Cer- tificates	8,675,378	1st Sept., 1950 (latest date)	15th July on encashment, at any time.
TOTAL S.S. ...	73,675,378		
(e) Singapore 3% Reha- bilitation Loan 1962/1970	50,000,000	15th July, 1962	15th Jan. : 15th July
TOTAL S.S. & Singa- pore	123,675,378		

TAXATION			
Heads of Revenue		1947	1948
		\$	\$
Liquors Revenue	... ..	11,093,048	11,987,073
Petroleum Revenue	... ..	6,180,726	9,309,547
Stamp Duties (various revenue services)	... ..	685,453	767,703
Estate Duties	... ..	565,070	1,625,644
Tobacco Revenue	... ..	20,566,863	21,474,102
Entertainment Tax	... ..	3,535,092	2,976,459
Income Tax	... ..	—	2,773,923
Miscellaneous	... ..	2,715,655	4,217,466
TOTAL		45,341,907	55,131,917

The Income Tax Ordinance, 1947, as amended by the Income Tax (Amendment) Ordinance, 1948, was enforced after six months delay with effect from the 1st January, 1948. Initial assessment of declarations of 1947 income subject to 1948 tax, was well advanced towards the close of the year; but the bulk of the income tax revenue for 1948 will be paid and brought to account in 1949.

Import duties on intoxicating liquors, tobacco and petroleum (also the excise duty on intoxicating liquors) were increased substantially with effect from the 23rd June, 1947, and the yields for 1948 reflected the operation of the increased tariff for a full year. It was noteworthy that the petroleum revenue alone reflected an intake commensurate with the increased tariff.

The increase in the 1948 yield from stamp duties was due chiefly to the operation of Ordinance No. 15 of 1948, which increased the tax on totalisator bets and sweepstakes from ten per cent to fifteen per cent from July, 1948. The total amount of tax so collected in 1948 was \$1,743,577 reflected in the increased yield of miscellaneous revenue.

Except for income tax and stamp duties, the scales of taxation in 1948 remain unchanged; *i.e.* since June, 1947.

CUSTOMS TARIFF

Except for import duties imposed on intoxicating liquors, tobacco and petroleum, Singapore was fundamentally a free port.

To facilitate the important entrepôt trade the import duties were imposed on intoxicating liquors and tobacco at the time of release from bonded warehouses for local consumption. Similarly, for petroleum, on releases from dutiable petroleum stores, payable monthly, in arrear.

The scales of import duties provided for imperial preference rates for brandy, wines, ale, beer, stout, porter, cider and perry; also

cigars and snuff, cigarettes, unmanufactured tobacco and manufactured tobacco (excluding cigars, cigarettes and snuff) imported in containers of any kind for retail sale to the public.

With three exceptions (whisky, cigarettes and manufactured tobacco "not otherwise provided for") the Singapore scales of import duties were identical with the corresponding customs duties in the Federation of Malaya.

EXCISE AND STAMP DUTIES

Excise duties were imposed on intoxicating liquors distilled, or prepared, in bond and released for local consumption. The excise duties for samsu was approximately fifteen per cent lower than the corresponding import duty and for ale, beer, stout, porter, cider and perry, and other intoxicating liquor, the same as the corresponding import duties at the preferential rates. (Samsu, beer and stout only are distilled and brewed, respectively, locally).

The entertainments duty was charged at 1946 rates and on a sliding scale rising from five cents for prices of admission exceeding ten cents and not exceeding twenty cents to forty cents for prices of admission exceeding \$1 and not exceeding \$1.50 with 20 cents added for every increase of 50 cents in prices of admission.

The Stamp Ordinance provides for the imposition of a duty on totalisator bets and sweepstakes.

INCOME TAX

The rates of Singapore income tax, also rates of deduction and allowances from tax charged, correspond with the rates ruling in the Federation of Malaya. As will be seen from the second schedule of the Income Tax Ordinance, recited hereunder, the "slab" system of rates was adopted for private individuals. The rate of tax upon companies is twenty per centum of every dollar of the chargeable income.

Schedule of rates of tax for individuals:—

Chargeable Income				Rate of Tax		
For every dollar of the first	\$	500	...	...	3	per cent
" " " " " next		500	...	...	4	"
" " " " " "		500	...	...	5	"
" " " " " "		500	...	...	6	"
" " " " " "		1,000	...	...	7	"
" " " " " "		2,000	...	...	8	"
" " " " " "		2,000	...	...	10	"
" " " " " "		3,000	...	...	12	"
" " " " " "		5,000	...	...	15	"
" " " " " "		35,000	...	...	20	"
" " " exceeding		50,000	...	...	30	"

Since the close of the year a relief from double taxation agreement has been concluded between His Majesty's Government and the Governments of the Federation of Malaya and Singapore.

ESTATE DUTY

The rates of estate duty form a graduated scale rising from one per cent to forty per cent according to the aggregate value of all the property liable to duty on the death. Under the Estate Duties (War Deaths) Remission Order, 1947, estate duty is totally remitted on the death of war casualties on the first \$40,000 of property passing to certain specified relatives; the amount remitted during the year 1948 was \$68,900.31.

The Estate Duties (Apportionment and Miscellaneous Provisions) Ordinance, 1948, was passed during the year. It provided for the collection of estate duty in the special circumstances occasioned by the occupation of Malaya by the enemy and by the new constitutional changes to the former Straits Settlements.

CHAPTER 5

CURRENCY AND BANKING

CURRENCY

MALAYAN currency, which was exclusively legal tender in the Colony, (and its dependencies of Christmas and Cocos Islands), the Federation of Malaya, Brunei and the Settlement of Labuan, was made legal tender in the Colonies of North Borneo and Sarawak. It was expected that the two last-named territories would probably enter into a new currency agreement, embracing all the above-mentioned territories, in the near future and negotiations to that end were proceeding during the year.

The total amount of Malayan currency in circulation on the 31st December, 1948, in all the territories mentioned and including an unknown amount circulating and held in foreign countries (principally in the Rhio Archipelago and South Siam), was as follows :—

Notes	...	...	...	...	\$ 400,938.886	c. 12
Coin:	(i) Silver	...	24,794,997	30	\$	c.
	(ii) Nickel	...	122,983	15		
	(iii) Cupro Nickel	...	378,200	00		
	(iv) Copper and Bronze	...	3,384,172	99		
					<hr/>	<hr/>
					28,680,353	44
					<hr/>	<hr/>
TOTAL	...	...	...	...	429,619,239	56

The above figures did not include pre-invasion currency notes, *i.e.* notes originally issued prior to the 15th February, 1942. Such notes ceased to be legal tender from and after the 31st August, 1948. The figures for these notes were as follows :—

Amount nominally in circulation on 31st December, 1947	\$ 94,131,786	c. 86
Amount withdrawn from circulation during 1948	...	81,300,379 10
Balance nominally in circulation	...	12,831,407 76

Small amounts of these pre-invasion notes, exchangeable at the various offices of the Board of Commissioners of Currency, were still trickling in for exchange during 1948 but, as the notes which were proclaimed non-legal tender include issues dating back as far as the year 1898 when currency notes were first issued in Malaya,

it could be assumed that a large proportion of the balance shown above had irretrievably disappeared and it was probable that action to demonetise all pre-invasion currency notes would be taken in the near future.

The total expansion of Malayan currency over the 1947 figure amounted to \$1,578,974.26 in 1948. This expansion was represented entirely by purchases by the Borneo territories who were gradually redeeming their own currencies with Malayan.

An interesting development in the history of Malayan currency was the issue, in November, 1948, of the long-awaited cupro-nickel coinage, in denominations of five, ten and twenty cents. For some time past the public had commented adversely on the condition of the lower-value notes in circulation. Despite the efforts made by the Board of Commissioners of Currency to maintain the note issue in the best possible condition by the withdrawal and destruction of worn and dirty notes whenever possible, it was inevitable that a large proportion should continue to circulate often in a deplorable condition, to be handled with disgust and great reluctance by the general public. No further issues of notes below the fifty-cents denomination were made by the Commissioners and those in circulation were withdrawn and destroyed as rapidly as possible. In view of the large number of pieces in circulation, however, (eighty millions on 31st December, 1948) their withdrawal was not expected to be completed for at least a further year, probably longer.

The Straits dollar equals 2s. 4d. sterling, *i.e.* \$9 = £1.1.0 and \$60 = £7.

POST OFFICE SAVINGS BANK

The number of depositors in the Straits Settlements Savings Bank on the 31st December, 1948, was 99,194 as compared with 88,571 on the 31st December, 1947—an increase of twelve per cent. During the year, 15,809 new accounts were opened while 5,186 accounts were closed.

The amount standing to the credit of depositors on the 31st December, 1948, exclusive of interest was \$34,631,010.51 as compared with \$30,324,421 on the 31st December, 1947. The average amount to the credit of each depositor was \$342 and \$349 at the end of 1947 and 1948 respectively.

71,368 withdrawals on demand were made during the year, as against 70,010 in 1947 and 2,048 withdrawals by telegram as compared with 2,079 during 1947.

STATEMENT OF ASSETS AND LIABILITIES ON

LIABILITIES				Amount	
				\$	c.
DEPOSITS :—					
1946 Rehabilitation Loan :—					
				\$	c.
1st Instalment	...	...	25,000,000	00	
2nd Instalment	...	...	25,000,000	00	
			50,000,000	00	
			\$	c.	
Less Expenditure 1946	13,684,646	00			
" " 1947	6,495,999	00			
" " 1948	6,106,453	00			
			26,287,098	00	
					23,712,902 00
War Risks (Goods) Insurance Fund	...	...			8,134,764 00
Opium Revenue Replacement Reserve Fund	...	...			57,892,244 00
By Insurance Companies	...	...			5,825,460 00
Courts	...	...			1,582,849 00
Bankruptcy	...	...			473,516 00
Mercantile Marine Fund	...	...			838,511 00
Public Officers' Guarantee Fund	...	...			143,224 00
Police Reward Fund	...	...			45,799 00
Companies Liquidation Account	...	...			22,054 00
Federation of Malaya Agency Account	...	...			108,981 00
Treasury Bills	...	...			13,924,000 00
Miscellaneous	...	...			107,244,911 00
JOINT COLONIAL FUND	...	...			13,765,714 00
GENERAL REVENUE BALANCE :—					
			\$	c.	
Balance as on 31st December, 1946	...	...	48,201,366	38	
			\$	c.	
Add Revenue for 1947	76,641,466	00			
Revenue for 1948	73,746,016	00			
			150,387,482	00	
			198,588,848	38	
Less Expenditure for 1947	62,670,478	38			
Expenditure for 1948	92,492,455	00			
			155,162,933	38	
					43,425,915 00
					295,140,844 90

31st DECEMBER, 1948 (PARTLY ESTIMATED)

ASSETS				Amount	
				\$	c.
CASH:—					
Cash in Treasuries	...	...	...	17,685	00
Cash in Banks	...	...	...	26,054,905	00
Cash with Crown Agents	...	...	...	2,883	00
Cash in Transit	...	...	...	2,240	00
INVESTMENTS:—					
War Risks (Goods) Insurance Fund	...	...	...	5,000,000	00
Surplus Funds Sterling Securities	...	...	...	3,094,075	00
Surplus Funds Dollar and Rupee Securities	...	...	...	769,980	00
Opium Revenue Replacement Reserve Fund	...	...	...	57,892,244	00
Held on behalf of Insurance Companies	...	...	...	5,825,460	00
Courts	...	...	...	720,823	00
Bankruptcy	...	...	...	793,196	00
Mercantile Marine Fund	...	...	...	459,333	00
Public Officers' Guarantee Fund	...	...	...	119,432	00
Police Reward Fund	...	...	...	37,061	00
Miscellaneous	...	...	...	1,788,807	00
ADVANCES:—					
Malaya (Unallocated) Account	...	...	...	120,500,000	00
Rural Board	...	...	...	250	00
Education Board	...	...	...	53,003	00
Hospital Board	...	...	...	296,352	00
Building Loans	...	...	...	39,244	00
Other Governments	...	...	...	1,062,893	00
Miscellaneous	...	...	...	44,696,895	00
DRAFTS AND REMITTANCES	...	...	...	—
SUSPENSE ACCOUNT, MISCELLANEOUS	...	...	...	121,761	00
LOANS:—					
Municipality, Malacca	...	...	...	566,591	00
Kelantan Government	...	...	...	4,733,183	00
Trengganu Government	...	...	...	2,420,000	00
Singapore Harbour Board	...	...	...	15,633,549	00
Penang Harbour Board	...	...	...	2,279,175	00
Mohammedan and Hindu Endowment Board, Penang	...	...	...	45,350	00
Tanglin School at Cameron Highlands	...	...	...	14,247	00
Penang Sports Club	...	...	...	56,227	00
St. Nicholas Home, Penang	...	...	...	9,000	00
Salvation Army	...	...	...	25,000	00
Singapore Chinese Girls' School	...	...	...	10,000	00
				295,140,844	00

BANKING AND EXCHANGE

The following banks had establishments in the Colony during 1948:—

- American Express Co., Incorporated,
- *Ban Hin Lee Bank, Ltd.,
- Bank of China,
- Banque de l'Indochine,
- Chartered Bank of India, Australia and China,
- Eastern Bank, Ltd.,
- Hongkong & Shanghai Banking Corporation,
- Indian Bank, Ltd.,
- Indian Overseas Bank, Ltd.,
- Kwangtung Provincial Bank,
- Kwong Lee Banking Co.,
- *Lee Wah Bank, Ltd.,
- Mercantile Bank of India, Ltd.,
- National City Bank of New York,
- Netherlands Trading Society,
- Netherlands India Commercial Bank,
- *Oversea-Chinese Banking Corporation,
- *Sze Hai Tong Banking and Insurance Co., Ltd.,
- *United Chinese Bank, Ltd.

In addition to the abovenamed banks, there were a number of "remittance shops" which operate in the territory under permit for the purpose of facilitating family remittances to China, particularly to districts where no banking facilities are available.

There were no really important developments in the field of banking during the period under review, but there was a steady increase in business, particularly in connection with overseas trade.

Banking connections were reopened with Japan and an increasing amount of business was done between the Colony and that country on a sterling basis.

*Banks incorporated in Singapore.

CHAPTER 6

COMMERCE

SINGAPORE as the premier port of Malaya handled over seventy-two per cent of the country's direct foreign imports and sixty-five per cent of the total exports during 1948. The value of foreign trade for this year was \$2,413 million, an increase of nearly thirty per cent over the previous year when the figure was \$1,859 million. Imports increased by twenty-four per cent to \$1,300 million as against \$1,016 million for 1947, and exports increased by thirty-seven per cent over 1947 rising from \$813 million to \$1,113 millions. It can thus be seen that despite restrictions, international controls and the existence of the emergency exceptional progress was achieved during the year under review.

Of this considerable volume of trade that with Indonesia represented nineteen per cent of the total, an increase of one per cent over the previous year. Imports amounted to \$291 million and exports to \$176 million in contrast in 1947 to \$222 million and \$120 million respectively.

Trade with the United Kingdom was approximately fifteen per cent of the total and showed little change from the previous year but trade with U.S.A. showed a decrease of one per cent to seventeen per cent.

Charts *A*, *B* and *C* show the foreign trade of Singapore by principal countries, principal imports and principal exports of Singapore respectively on a comparative basis.

RUBBER

Singapore continued to maintain its post-war position as the leading rubber market of the world. 255,764 tons of foreign rubber were imported during the year which was an amount approximately one per cent less than in 1947. Exports increased by six per cent to 548,328 tons, which was an indication of the increase of rubber production on the mainland in spite of the continued attempts by lawless elements to dislocate the work of rubber estates. Of our exports 201,823 tons went to the U.S.A. in comparison with 240,011 tons last year; 88,283 tons in contrast to 78,585 tons went to the United Kingdom and 58,608 tons to Russia in place of 28,036 tons the previous year.

PRINCIPAL EXPORTS OF SINGAPORE: 1938 & 1948

(VALUE IN \$ MILLION)

1938

1948

RUBBER 115.6 468.4

TIN 39.1 85.7

COTTON TEXTILES 3.1 74.0

MOTOR SPIRIT 35.3 42.2

COPRA 7.8 37.3

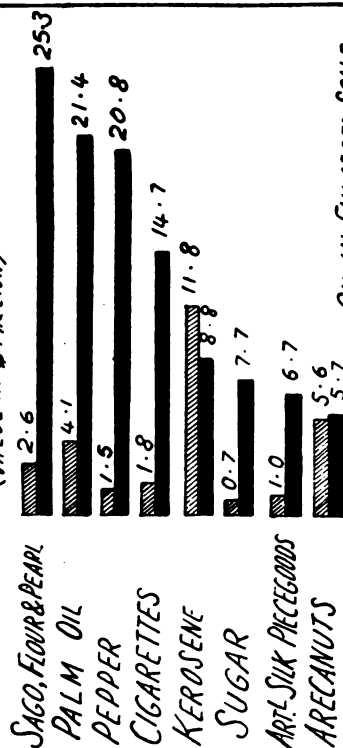
LIQUID FUEL 7.9 31.7

COCONUT OIL 2.6 30.6

8 OTHER PRINCIPAL COMMODITIES 29.1 111.0

DETAILS OF THE 8 OTHER PRINCIPAL COMMODITIES

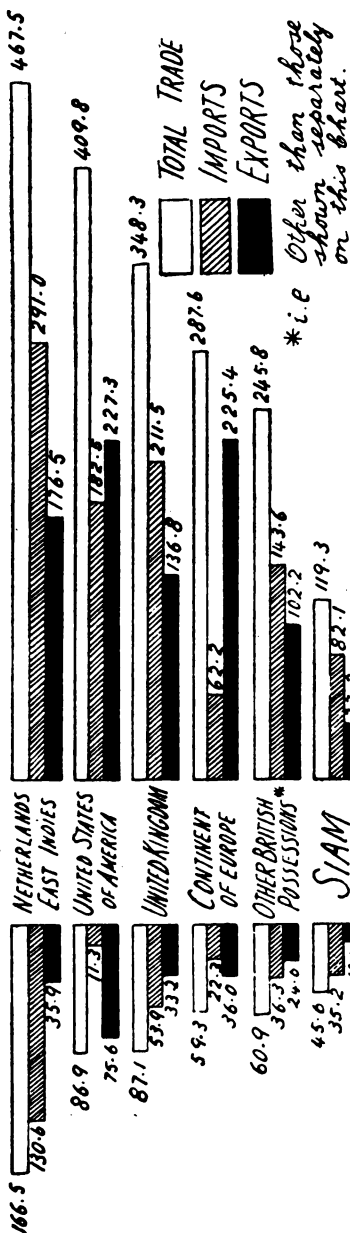
(VALUE IN \$ MILLION)



ON AN ENLARGED SCALE

FOREIGN TRADE OF SINGAPORE BY PRINCIPAL COUNTRIES: 1938 & 1948

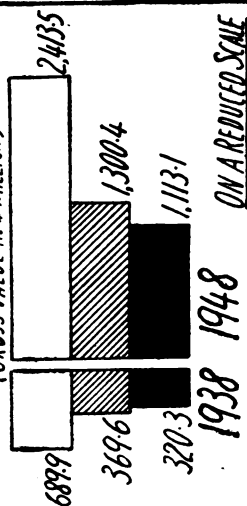
(GROSS VALUE IN \$ MILLION)



* i.e. Other than those shown separately on this sheet.

FOREIGN TRADE OF SINGAPORE WITH ALL COUNTRIES: 1938 & 1948

(GROSS VALUE IN \$ MILLION)



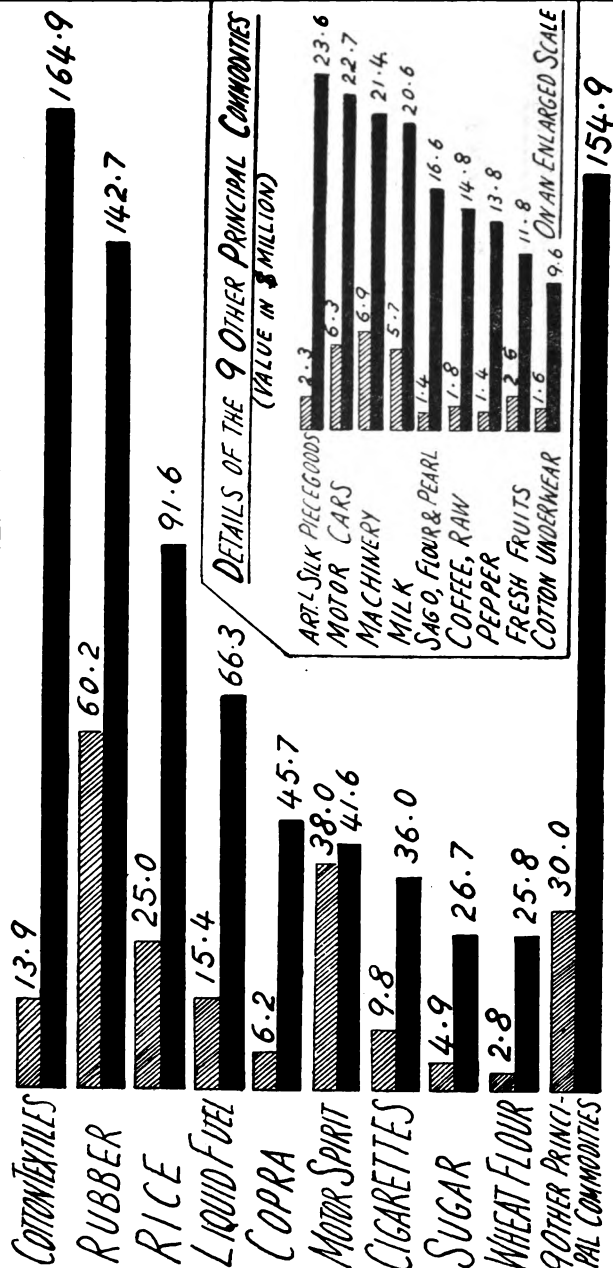
ON A REDUCED SCALE

PRINCIPAL IMPORTS OF SINGAPORE: 1938 & 1948

(VALUE IN \$ MILLION)

1938

1948



DETAILS OF THE 9 OTHER PRINCIPAL COMMODITIES

(VALUE IN \$ MILLION)



ON AN ENLARGED SCALE

TIN

Exports of metallic tin amounted to 18,944 tons, compared with 13,453 tons last year; of which 12,996 tons went to the U.S.A. in comparison with 6,025 tons last year and 2,195 tons to the Union of India in comparison with 2,390 tons last year. The total tonnage was an increase of roughly forty per cent over last year. The increase was a measure of the progress of rehabilitation of the tin-mining industry on the mainland in spite of the widespread activities of the bandits.

PEPPER

As was the case in 1947 this commodity remained a speculative market. Supplies from the producing countries remained small. This was mainly due to the fact that a very high percentage of the pepper gardens in Banka and Sumatra were neglected during the Japanese occupation and it will be a few more years before the plantations are in bearing. Continued political uncertainty in Sumatra also contributed to the delay in rehabilitation. Exports of black pepper for the year were 4,646 tons against an import of 3,626 tons, whereas the exports of white pepper were 3,590 tons as against 2,050 tons imported.

COPRA AND COCONUT OIL

Destinational control on exports were entirely abolished during 1948. Supplies of copra from non-Malayan sources increased, but there was a tendency for copra to be shipped to overseas markets rather than coconut oil. Coconut oil millers during the last few months complained of the lack of demand for coconut oil, but it would have been more correct to say that there was a lack of demand at Malayan prices. Overseas consumers showed a strong preference for buying the more bulky copra and expelling the oil themselves. It is feared that the oil milling industry may be reduced still further unless manufacturers can find a cheaper and more up-to-date method of extracting oil.

TEXTILES

The supply position on the whole was good. Although no fresh licences for importation from the U.S. were granted after the 1st of July, 1948, large quantities arrived during the last few months against old licences. Consumer prices again show a lower tendency in spite of the fact that substantial re-exports to surrounding countries took place. These re-exports continued to be invaluable priming for Singapore's entrepôt trade.

PINEAPPLE CANNING INDUSTRY

The year 1948 witnessed remarkable progress in the re-establishment of the pineapple canning industry which had been virtually extinguished owing to neglect of canneries and plantations during the occupation period. The Malayan Pineapple Industry Resuscitation Committee appointed by Government in 1947 completed its work in February, 1948 and its final report outlined a comprehensive plan for the resuscitation of the industry, including the modernisation of canneries, the establishment of new plantations on a permanent basis, the organisation of pineapple smallgrowers and the regulation and control of the industry under a revised Pineapple Industry Ordinance.

The recommendations concerning problems of immediate urgency received early Government approval, and the measures necessary to implement them were carried out promptly and efficiently by those commercially interested.

By the end of the year the six canneries in operation had all completed the first stage of the modernisation programme drawn up by the Committee, and in spite of the difficulties created by the emergency, the packers and smallgrowers had established some 8,000 acres of new plantations mainly in Johore.

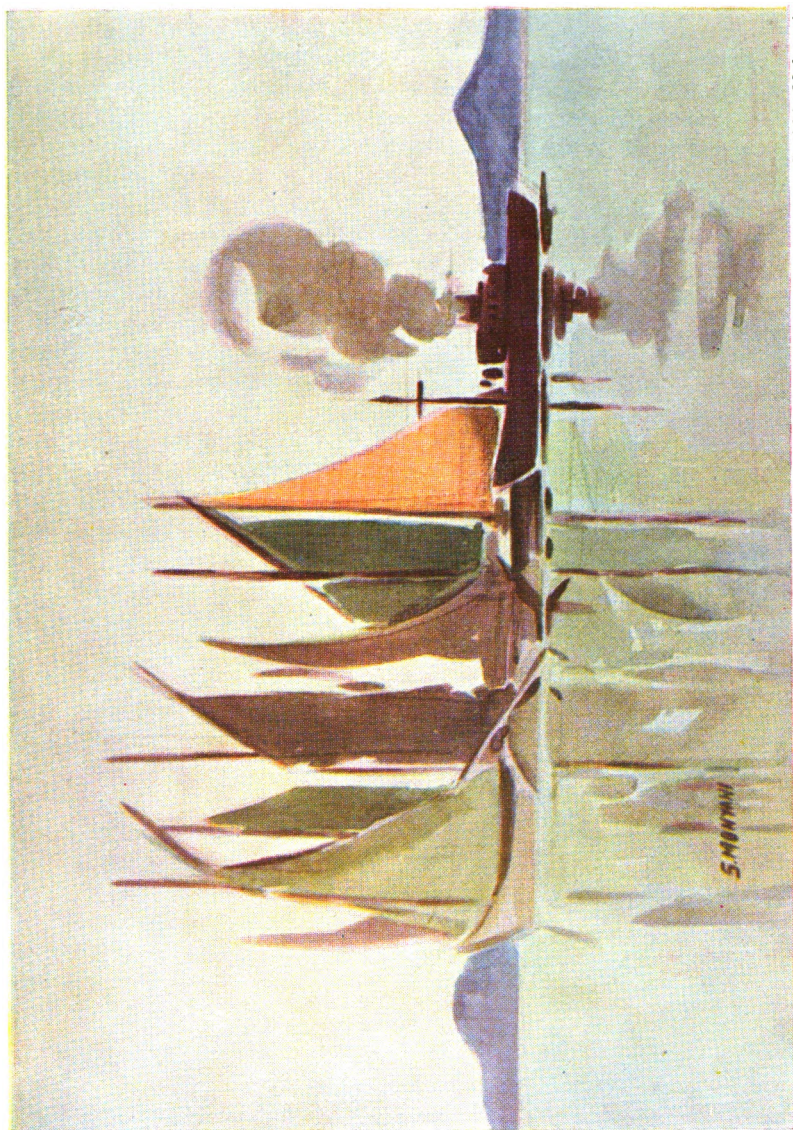
Output of canned pineapple for the year was only 150,000 cases but when the crops from the newly planted areas come to maturity 1950-1 production is expected to increase to about one million cases annually, and, if the new planting programme continues according to plan, the pre-war output of about two and three-quarter million cases annually may be reached within the next four or five years.

The bulk of the 1948 pack was sold to the Ministry of Food for export to the United Kingdom, but small sales were made to most of the principal pre-war markets.

TRADE WITH INDONESIA

The entrepôt trade with Indonesia was greater in 1948 than ever before. The value of this trade rose steadily each month until July when it began to drop slightly, at the time when efforts to balance the trade with Republican territories were beginning to have effect. The most interesting development in 1948 was the resumption of trade by controlled barter—a system tried out in 1941.

In March, 1948 a trade agreement was ratified between the Government of the United Kingdom and the Netherlands whereby a system of controlled barter trading between Singapore and Indonesian Republican areas (not under Dutch control) would be implemented.



Suri bta Mohiyani

Off Clifford Pier

This system was to be similar to the pre-war barter-book trading in force for those areas where no recognised banking facilities exist. The resumption of this trade was made to coincide with the opening of the ports of Pakan Baroe and Rengat in East Sumatra which were in areas closed by the Indonesian authorities in July, 1947 to restrict the movement of illegal traffic. It was hoped by both Governments that the resumption of lawful dealings with those areas convenient to Singapore would stabilize the traditional trading so violently interrupted by the war.

This barter book trading was of local application and was designed as a temporary expedient to maintain this trade which is essential to the prosperity of both countries.

In December the Indonesian territories were again subjected to the disturbance of a "police action" but strenuous and generally successful efforts were made to keep normal trade going. No ports in Sumatra were closed although advice was given against sailings to a few areas for a short while at the beginning of the "action", in the interests of safety.

Singapore's record 1948 trade with Indonesia far exceeded the 1939 figure and, as the following table shows, was a considerable increase over the 1947 figures.

(1) Singapore imports from and exports to Indonesia in Malayan Dollars:—

			Imports	Exports
			million dollars	million dollars
1939	...	...	159	37
1947	...	...	222	120
1948	...	...	291	176

(2) As the above figures include petroleum and petroleum products, a fairer picture will be given of the more typical entrepôt trade of Singapore with Indonesia, by a study of the following figures which exclude petroleum and petroleum products:—

			Imports	Exports
			million dollars	million dollars
1939	...	...	not available	not available
1947	...	...	206	114
1948	...	...	229	170

TRADE WITH JAPAN

Trading with Japan on a government to government basis was greatly reduced in 1948. Except for the export of rubber to Japan the trade was handed back to commercial channels and following the conclusion of a Sterling Area—Japan Trade Arrangement, private imports from that country were resumed on a restricted scale. There are no restrictions on the export to Japan except for essential food stuffs.

PHOSPHATES

The phosphate deposits on Christmas Island which is a dependency of Singapore, do not often come into prominence but in 1948 discussions took place in London between the Christmas Island Phosphate Co. and representatives of the British Phosphate Commission acting on behalf of the Australian and New Zealand Governments culminating in the assignment of the lease to the Commission representing the two Commonwealth Governments with effect from midnight on the 31st December, 1948.

CHAPTER 7

PRODUCTION

SINGAPORE during 1948 continued to develop as a focal point of entrepôt trade and there was a steady expansion of productive and secondary industries.

FISHERIES

The total quantity of fish landed in Singapore during 1948 was approximately 9,636 tons, which showed a small increase on 1947 when 9,491 tons were landed. Landings, however, did not compare with the pre-war figure of nearly 13,000 tons and will not do so until the rich fishing grounds around the neighbouring Indonesian islands are opened freely to the fishermen of this Colony.

During the year the number of fishermen increased from 3,801 to 4,319. This figure included a decrease of eighty-one Malay fishermen and an increase of 610 Chinese fishermen. On the basis of this figures the percentage of Malay fishermen in Singapore has decreased from thirty-three per cent to twenty-seven per cent. This would appear to be the result of the adverse fishing season which operated more severely against individual fishermen who are largely Malays than against group fishing. During the year there was a decreased average landing per fisherman which fell from 2.49 tons in 1947 to 2.23 tons in 1948. While these quantities are very low compared with the Pacific Coast of America they compare favourably with some other parts of Malaya.

There are 270 power operated fishing vessels or fish carriers out of the total of 1,653 registered fishing boats. Fishermen operating in powered boats are frequently directly employed by a fishing firm while non-power boats are generally operated by independent fishermen, who are financed by fish buyers.

The high price of fish as compared with pre-war years was due not only to the continued high price of fishing gear and ice but also to the price of rice which was used as a means of barter when procuring fish from the fishermen of the neighbouring islands. Supplies of fishing gear and ice were adequate.

It became necessary in July because of the emergency to impose a curfew in the Johore Straits during the hours of darkness, but this did not decrease fish landings to any large extent; although it has caused the fishermen to use alternative methods of marketing

with some inconvenience to them. Control on exports from Singapore did not have a serious effect on barter trade of goods for fish as export permits were granted to fishermen on the recommendation of the Fishery Department.

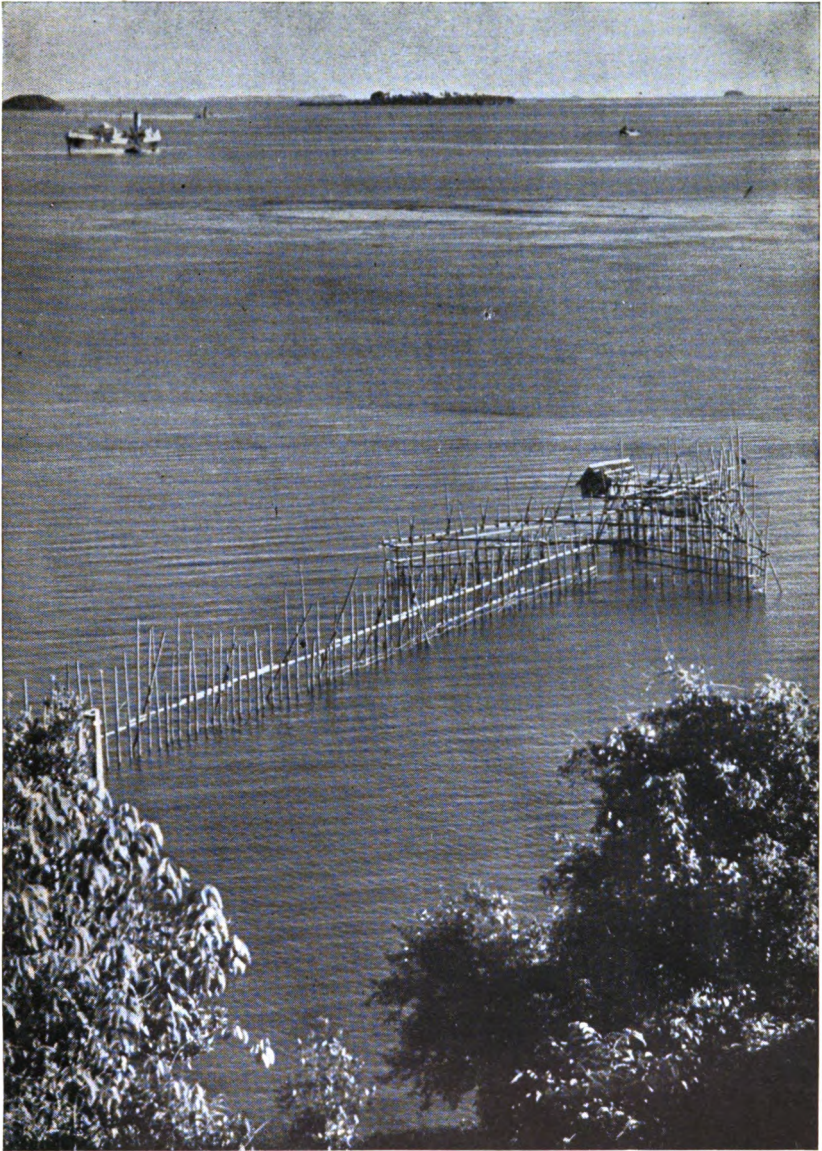
As already mentioned the main trouble for local fishermen was the difficulties experienced in traditional fishing ground in neighbouring Indonesian waters. A few seizures of fishing boats from Singapore by Indonesian authorities took place for being in forbidden waters or on suspicion of dynamiting for fish. Everything possible is being done to stamp out this undesirable and illegal practice. The only alternative way of obtaining increased fish landings is the opening of new fishing grounds in off-shore waters. This cannot be achieved until the Fishery Department has an adequate staff to carry out the necessary preliminary surveys and experimental fishing.

Approximately 1,400,000 fry of the China carp of varying sizes were imported into Singapore during the year. Owing to the lower costs the majority were brought in by steamship but 150,000 were brought in by air. This alternative method of transport is a check on steamship freight rates and also is employed when vessels are not available. Mortality in shipment averaged twenty per cent by sea and ten per cent by air.

During the year research has been carried out on the feeding of local inshore fish, on the plankton variation in the Singapore Straits and the cultivation of pond fish. An experiment in rearing of mullet in a pond constructed in marshland on the West Coast Road by chance showed that *pilapia mossambica*, a freshwater fish introduced by the Japanese, flourished in brackish water and doubled its normal size and weight reaching a maximum of 36 cms. in about nine months time. This discovery promises to be one of some importance to pond culture.

AGRICULTURE

Agriculture in Singapore consisted principally of the growing of fruits and vegetables by small-holders for local consumption. The work of the Department of Agriculture continued to be mainly of an advisory nature with the object of teaching the farmers better methods of cultivation. There were some changes in acreages under the various crops but the total acreage under cultivation remained very nearly the same. The estimated area under crops was 69,484 acres compared with 69,206 acres in December, 1947. Approximately 2,200 acres of unproductive rubber was cleared and 600 acres of



C. A. Gibson-Hill

A fish trap off Singapore. The traps are all set at an angle to the current so that fish feeding on the marine growth on the stakes find themselves entrapped in the large enclosure under the attap hut.

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it is now under pineapples at Yio Chu Kang, Jurong, Bukit Panjang and Chua Chu Kang. The total area under this crop is now 750 acres.

All coconuts grown locally are consumed as fresh food. The gathering of nuts is usually done by contractors who visit the plantations and small-holdings about every forty days to harvest the nuts. Prices paid to the grower were \$1.50 per 100 nuts from January to August and \$1.20 from September to December.

In the latter part of August and in September considerable damage was being done by *artona cotoxantha* to coconuts at West Coast Road and Bedok Road. No action was taken as it was expected that its principal parasite, *prythomyia remota*, and the wet weather would be sufficient control. This proved to be correct and no further damage has been observed.

Tobacco growing has continued to increase. Tobacco is grown mainly by market gardeners who include it in their rotation of crops. The quantity sold during the year was 149,385 lbs. Prices ranged from \$250 to \$450 per picul. It is manufactured locally into "Chinese tobacco" and cheroots which find a ready sale among the poorer people.

The area under fresh vegetables increased slightly to 9,625 acres. Prices generally were lower than in 1947. This is attributed to the increased imports from the Federation and other countries rather than to the local increase in production.

Sweet potato is now grown on an increased scale partly on new land or former rubber land but mostly on areas formerly under tapioca. The Chinese farmers are using it in greater quantities as a substitute for rice, the under-sized tubers and foliage being fed to pigs—while limited supplies are sold to the town markets at about \$7 per picul ex-field.

ANIMAL HUSBANDRY

The Colony of Singapore can never hope to be self-supporting so far as fresh meat, and animal products such as milk, butter and eggs are concerned, the lack of pasture being the main difficulty for stock raising. The conversion of soil to pasture land is not an economic proposition.

The local breeding of pigs has always been a thriving enterprise and was the most important branch of livestock industry. It has made considerable strides since the liberation, and would have made further progress still, had not the price of the various imported foodstuffs used for the feeding of pigs remained at a high level.

The industry is entirely in the hands of the Chinese who are very successful in their methods of feeding and of producing the right type of pig for the local market. The local supply was supplemented by swine imported into the Colony from the Federation and Indonesia. Sheep were imported from Australia at the rate of about 6,000 per month, thirty-eight per cent of which were re-exported to the Federation of Malaya.

One dairy, under European management, was re-established in the Colony. It comprised some 462 dairy cattle composed of "Grade Friesians" and a few "Illawara" and "Short Horn", all imported from Australia. The daily yield per head averaged about two gallons. There were a certain number of Indian owned dairies having mixed Indian breeds of milch-cows and milch-buffaloes. The conditions at these latter dairies made good dairying impossible. The dairy buildings were all old and badly in need of repair or rebuilding. Little, if any, land was available for grazing and none for cultivation of fodder crops.

Serious epizootic diseases occasionally account for losses, but the Colony was singularly free from infectious and contagious diseases during the year under review.

The more common poultry diseases were prevalent, but inoculation of poultry against Newcastle disease—the most devastating of all poultry diseases—was met with a high measure of success, and over 70,000 birds were treated with only a percentage loss of .05 per cent.

This method of vaccination was introduced to poultry owners in the Colony in November, 1947, and its value became generally realised. Applications from poultry breeders from all over the Colony for inoculation of their flocks kept the Veterinary Department busily employed. Inoculations are given at Government expense.

The comparative livestock census figures for 1947 and 1948 were as follows:—

		<i>Oxen</i>	<i>Buffaloes</i>	<i>Goats</i>	<i>Pigs</i>
1947	...	2,788	319	827	60,954
1948	...	3,121	450	1,267	86,564
		<hr/>	<hr/>	<hr/>	<hr/>
Increase	...	333	131	440	25,610
		<hr/>	<hr/>	<hr/>	<hr/>

FORESTRY

The original forest on Singapore Island has long since been destroyed: where the land is not occupied by buildings, agricultural crops and the like, it is covered by secondary forest of no commercial value and for all practical purposes no timber or other

forest produce is produced from the forests on the Island. In spite of this, however, Singapore was a major producer of forest product, such as timber, rotans, damar and gums; the raw material for which was imported from the mainland and surrounding territories and processed in Singapore for local consumption and for export. The most important of these processing industries was the production of sawn timber.

There were twenty-five sawmills in existence at the beginning of 1948; of these two remained closed throughout the year and six small mills closed down permanently and were dismantled. In January only nine mills were operating but by the end of the year seventeen were in operation. Throughout 1947 the wages demanded in the timber industry as a whole, and by the sawmill labourers in particular, were such that sawn timber could not be produced at an economic price. The result was the temporary or permanent closure of a number of mills in that year. Up to April, 1948 this state of affairs continued; but in that month the owners of one mill which had been closed for several months, persuaded their labourers to accept slightly reduced wages and the mill re-opened; then other mills which had closed in 1947 followed suit one by one. Prompt action by the Police foiled an attempt to intimidate workers returning to a re-opened mill. Later an attempt was made to set fire to the same mill; and the overseer was shot at and wounded a few weeks afterwards. This further intimidation however had no effect and after two short strikes the labourers in the mills which had not closed also accepted a reduction in wages. Thereafter employment conditions were amicable and not a single man-day was lost through labour complaints. Unfortunately the re-opening of the eight mills was not accompanied by any marked increase in the supply of logs reaching Singapore. In the last three months of the year some mills had to close down for several days a week because they had no logs. This resulted in a sharp rise in timber prices. There is usually a seasonal shortage of logs during the north-east monsoon wet period, but this year it was accentuated by banditry on the mainland and by the unsettled situation in Sumatra. A further difficulty was that the fleet of large log carrying tongkangs was not yet back to pre-war strength and there were four more mills in Singapore in 1948 than in 1940.

Though local demand for sawn timber was very considerable, it did not absorb the full production of the sawmills. Timber has been exported from Singapore for many years. As a result of the

slightly lower prices at which the mills could offer sawn timber after they had reduced wages and to the greatly increased production following the re-opening of the eight sawmills, the quantity of sawn timber exported overseas increased from 16,152 tons of fifty cubic feet in 1947 to 33,564 tons in 1948. The main markets were China, India and Arabia. The bulk of their exports came from Singapore mills, though some also came from mills nearby in Johore. A feature of the year was the very marked increase in the quantity of timber cut in Singapore mills for export to the United Kingdom, Australia and South Africa. All this timber was of high quality and was graded by the Department of Forestry. Quantities were as follows (equivalent figures for 1947 are given in brackets) : United Kingdom 769 tons of fifty cubic feet (21); Australia 131 tons (54); South Africa 218 tons (nil). The mills in Johore also cut considerable quantities of high quality timber for export to those countries and shipped it from Singapore.

SECONDARY INDUSTRIES

A limited expansion of Singapore's secondary industries took place in 1948, but operating costs were too high to augur well for the future. In various fields increased competition from imported items was felt. In some cases manufacturers have approached Government with the request that imports be curtailed in order to safeguard local industries but the essential need to maintain the competitive position of Singapore as an entrepôt does not permit the protection of high cost local production.

PROCESSING INDUSTRIES

Singapore continued to attract produce from various surrounding territories which were processed and made suitable for export to overseas destinations. Imports particularly from Sumatra reached a very high level. There were, however, signs that unless a reduction could be effected in Singapore's handling charges some of the trade might be lost to rehabilitated Indonesian ports particularly if an early settlement in the present political difficulties in Indonesia were achieved.

Rubber Milling

This industry remained of great importance during the year under review. A certain amount of retrenchment took place in the rubber mills during the latter half of the year in spite of the fact that supplies of raw materials remained at a very high level. It is in this

industry in particular that there is the greatest likelihood that as conditions in Sumatra improve some of the raw material will be processed on the spot unless Singapore costs are substantially reduced.

Coconut Oil Milling

Early in the year there were twenty oil mills in operation, but towards the end of the year three small oil mills closed down and a few of the larger ones cut production. This is due to preference shown by overseas buyers, particularly European, for copra rather than refined oil.

Soap Manufactures

The manufacture of soap was maintained and a good demand prevailed from overseas countries particularly in the Middle East. Manufacturers continued their experiments to improve quality and method of production in an attempt to maintain this trade for future years.

Brick Works

Various building projects resulted in the demand for bricks being maintained and there was very little change from the satisfactory 1947 conditions.

FINISHING INDUSTRIES

Singapore's finishing industries maintained their activity at approximately the same level as in 1947 and there are no special developments to be reported.

NEW INDUSTRIAL PROJECTS

The new glass factory referred to in the 1947 Report came into production and overcame various initial troubles and was increasing production through the year.

CO-OPERATIVE SOCIETIES

Besides the societies shown on page 66 the Singapore Urban Co-operative Union had fifteen member societies.

Out of the thirty-six societies the Housing Society for government officers was registered late in the year. Of the remaining thirty-five societies as at 31st December, 1948 the total membership was 15,335 compared with 13,300 at the beginning of the year. Twenty-one thrift and loan societies and two labour societies had \$1,073,810.81 and \$26,816.50 respectively invested in the trustees security.

COLONY OF SINGAPORE

The number of co-operative societies in Singapore at the beginning and at the end of the year 1948 were as follows:—

	As at 1-1-48	Liquidated	Newly Registered	Total Registered as at 31-12-48	Under Formation
Thrift and Loan	21	Nil	Nil	21	2
Labourers Co-operative Society	10	6	Nil	4	1
Malay Fishermen	1	Nil	1	2	2
Thrift and Investment	2	Nil	3	5	Nil
General Purpose	1	Nil	Nil	1	Nil
Co-operative Stores	1	Nil	1	2	Nil
Housing	Nil	Nil	1	1	Nil
TOTAL	36	6	6	36	5

The following amounts were in the Post Office Savings Bank deposit account as at 31st December, 1948 :—

	\$	c.
Thrift and Loan Society	47,607	75
Labourers Co-operative Society	13,874	39
Fishermen Society	5,143	21
Thrift and Investment and General Purpose Societies ...	23,044	81
	<hr/>	<hr/>
	89,670	16

A new co-operative store society was registered early in the year for the Shell Co. employees working in Pulau Bukom. The society commenced with a sum of \$5,000 borrowed from the Shell Co. and at the end of the year 1948 repaid its loan in full. The paid-up share capital by 682 members was \$3,485.

The Singapore Co-operative Stores Society experienced a lean year and continued to have one branch in the Fullerton building. The paid-up share capital as at 31st December, 1948 was \$73,060 excluding three per cent interest on share capital and two per cent rebate on purchases credited to this account.

This sum also excludes \$5,225 share capital refunded during the year.

The first post-war all-Malayan Co-operative Conference was held at Kuala Lumpur and the Singapore Urban Co-operative Union took a very prominent part in bringing about important resolutions. The Union held a successful Co-operators' Annual in September, 1948. Two secondary school scholarships were awarded to the children of co-operators.

CHAPTER 8

SOCIAL SERVICES

A—EDUCATION

FOR the first two years after the war the Education authorities in Singapore were occupied with getting things back to a pre-war basis, and, at the same time with drawing up plans for future development. 1948 may be said to be the year in which the work of rehabilitation was completed, and in which the first small instalment of the plans for the future could be put into action. It was a year in which more schools were open in Singapore than had ever been open before, more children were at school than ever before, and more teachers were being trained than had ever before been undergoing training in a single year.

A large programme of renovation carried out by the Public Works Department removed the traces of neglect from school buildings. Three English schools and one Malay school were re-opened, three of them in new buildings, and schools generally took on a brighter and more attractive appearance.

Much help was received from outside sources in effecting this. The Public Relations Secretary and the British Council provided pictures for schools; the Australian Commissioner for Malaya provided books, pictures and maps, and the Army Educational authorities presented large numbers of maps, charts and handbooks. Progress in other directions was also considerable. Playing fields were put in order and sports equipment was supplied, so that school games and athletic sports could again be organized. All Government schools that had electricity were provided with radio receiving sets and, in many cases, with record-players and extension loud-speakers. Two film projectors and six film-strip projectors were purchased for schools and a start was made on a film and film strip library. This library was kept at the headquarters of the Department of Education, where there also existed a small collection of gramophone records and handbooks for use in speech-training lessons, and a useful reference library of books on education, Malaya, China, India and on general subjects. The British Council gave invaluable help in cataloguing this library, from which over two thousand volumes were borrowed by teachers during the course of the year.

ENROLMENT IN ALL REGISTERED SCHOOLS IS GIVEN IN THE FOLLOWING TABLES. THE FIGURES FOR 1947 ARE ADDED FOR PURPOSES OF COMPARISON.

	Number of Schools		Enrolment			
	1947	1948	1947		1948	
			Boys	Girls	Total	Total
English Schools						
Government ...	13	15	6,645	970	7,615	8,196
Aided ...	16	16	6,341	5,558	11,899	11,880
Private ...	39	52	5,793	3,788	9,581	13,138
TOTAL ...	68	83	18,779	10,316	29,095	33,214
Junior Technical School	1	1	63	—	63	108
Chinese Schools						
Aided ...	49	57	21,617	11,674	33,291	36,758
Private ...	105	127	15,260	4,927	20,187	21,338
TOTAL ...	154	184	36,877	16,601	53,478	58,096
Malay Schools						
Government ...	34	36	4,533	1,819	6,352	7,014
Aided ...	1	1	88	23	111	143
TOTAL ...	35	37	4,621	1,842	6,463	7,157
Indian Schools						
Aided ...	5	11	258	318	576	810
Private ...	6	4	199	144	343	202
TOTAL ...	11	15	457	462	919	1,012
Miscellaneous ...	14	14	1,262	756	2,018	1,538
GRAND TOTAL ...	283	334	62,059	29,977	92,036	101,125

A third film projector was purchased for the Superintendent of Physical Education who began the formation of a library of films on games and physical training.

The entry "miscellaneous" includes six commercial schools, two technical schools, one music school, one science school, three night schools and one boys' club school.

In addition to this total of 101,125 pupils in registered schools, there was also a large attendance at schools the registration of which was still pending (often because of lack of funds sufficient to carry out the repairs to premises that were necessary under the Registration of Schools Ordinance). In this group were 184 Chinese schools with a total enrolment of 14,209 (boys 11,066; girls 3,143), 26 Indian schools with a total of 950 pupils (boys 600; girls 450) and 6 Arabic schools which are exempt from registration as being of a purely religious nature. Pupils in these numbered 936 (boys 542; girls 394).

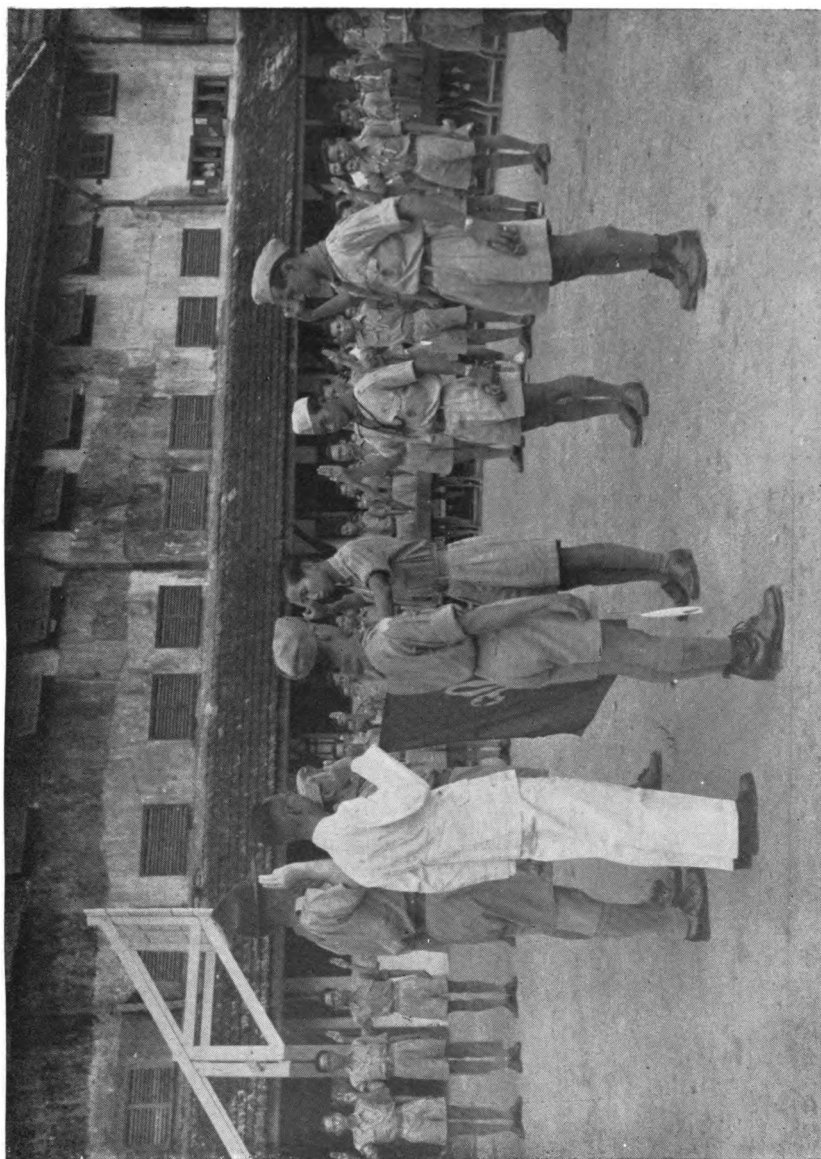
The total number of pupils attending schools in Singapore in 1948 was therefore 117,220*, compared with an estimated total of 72,100 in 1941. Of the total for 1948, 80,781 were boys and 36,439 were girls.

ADMINISTRATION

The increase in the number of schools and in the number of pupils threw an additional burden on the shoulders of the administrative staff, which was partly relieved towards the end of the year by a considerable increase in personnel at headquarters. The Director of Education was then assisted by a Deputy Director of Education, Assistant Director of Education (Chinese), Inspector of Schools, Supervisor of Private Schools, Group Supervisor and Examinations Secretary, and three specialist officers, the Art Superintendent, Superintendent of Physical Education and Master of Music. It is a pleasure to record once again the willing co-operation given by all members of a tenuous clerical staff.

Close liaison continued to be maintained between the Departments of Education of the Federation of Malaya and Singapore mainly by means of personal contact between the two Directors and, in Chinese matters, between the two Assistant Directors of Education (Chinese).

*All totals exclude Christmas Island from which no returns had been received by the end of the year.



Scout patrol leaders received their flag at the Chinese High School.

Public Relations



Public Relations

Morning milk at Radin Mas Boys' School.

The Deputy Director of Education in addition to general administrative duties, was responsible for the organization of the Government and Government-aided English schools, that is to say, the schools in which the medium of instruction is English.

ENGLISH SCHOOLS

There were thirty-one such schools in 1948 in addition to the Junior Technical (Trade) School in Balestier Road. These schools can be divided into three groups according to the agency which controls them. In the first group, fourteen boys' schools, one girls' school and the Junior Technical (Trade) School, were maintained entirely from Government funds and had a total enrolment of 20,184 (Junior Technical (Trade) School, 108), of whom 1,075 were girls. In the second group, fifteen schools were maintained by missions, and one other by a board of influential Chinese citizens. These sixteen schools were aided by grants from Government funds, which bridged the entire gap between their income and normal expenditure. The enrolment in these "aided" schools was 11,880 of which 5,524 were girls. Such "aided" schools were bound by the same regulations as Government schools with regard to curriculum, school hours, qualifications of staff and school fees. Government afternoon schools and private English schools comprise the third group. These were administered by the Supervisor of Private Schools. Sixty-six of these schools were registered with an enrolment of 14,676. Eleven of these were officially classified as "efficient".

The main difficulty with regard to English schools throughout the year was to hold the scales evenly between the claims for education of over-age pupils, whose schooling was postponed or interrupted by the Japanese occupation and the equally important claims for admission to schools of children of the normal school age. Forty-one per cent of pupils in all English schools in 1948 were over-age. Broadly speaking, the general policy of the Department of Education was that no child in school who showed ability should be deprived of the chance of furthering his studies. Schools were, as a consequence, often gravely overcrowded and supervision of classes of more than forty pupils placed a severe strain on the teaching staff. In future, the aim will be to cut down classes to the correct size, and to provide for the education of superannuated and over-age children by opening afternoon schools. Four such schools, maintained from Government funds, were open during 1948, and this number will be very considerably increased in 1949 and 1950.

CHINESE SCHOOLS

The Assistant Director of Education (Chinese) was assisted by a staff of one Inspector of Chinese Schools and five Assistant Inspectors of Chinese Schools, and considerable progress was made in the registration of Chinese schools, the number of schools found fit to be registered increasing by thirty in the course of the year. In all, 184 schools were registered, of which fifty-seven received grants-in-aid from Government. The total enrolment in Chinese schools of all kinds was 72,305 and eighty per cent of this number were in registered schools. Enrolment in Chinese aided schools was 36,758, *i.e.*, over fifty per cent of the total enrolment.

MALAY SCHOOLS

Malay schools were supervised by the Inspector of Schools, assisted by an Assistant Inspector of Malay Schools, a woman Supervisor of Girls' Schools and a Special Senior Teacher. Perhaps the most remarkable feature in these schools was the increase in the number of Malay girls seeking admission. In 1941 the number was 900; in 1948 it had risen to 2,072. Schools will re-open in 1949 with 2,282 girl pupils.

As there were only three separate buildings for girls' schools, several had to share buildings with boys' schools, while a large majority of girls attended mixed schools. In all there were twenty-three school buildings for Malay school children which, by division into morning and afternoon schools, were made to house thirty-seven schools, with a total enrolment of 7,157 pupils.

Selected boys from Malay schools who had passed Standard IV, together with selected pupils from Chinese schools, were admitted to "special classes" in Government English schools and given free education there. After an intensive two years' course mainly in English, pupils of these classes enter the main stream of pupils in English school at Standard IV. Ten Malay girls receive free places at Raffles Girls' School annually. There were in addition six Arabic schools with an enrolment of 936 that were exempted from registration as being purely religious schools, and are regarded as private schools.

INDIAN SCHOOLS

Indian schools were under the control of Supervisor of Private Schools and two Assistant Inspectors of Indian Schools. Of the forty-one Indian schools in Singapore, fifteen were registered and eleven of these received grants-in-aid. Grants towards the cost of erecting new

buildings were given to two Indian schools, and two other schools received grants that enabled them to carry out the structural alterations to their premises that were deemed necessary before they could be registered, 1,962 pupils attended Indian schools, 1,012 of this number being in registered schools. Two schools, with a mixed enrolment of 118, were non-Tamil, one being a Gujarati School and the other a Punjabi School.

JUNIOR TECHNICAL (TRADE) SCHOOL

The Junior Technical (Trade) School returned to its pre-war building in Balestier Road in April 1948, the entire task of dismantling machinery at the old building in Scotts Road, transporting it, and re-erecting it at the new premises being carried out by the instructors and pupils of the school. A new course in motor mechanics was started during the year, in addition to the former courses in mechanical, electrical, radio, and domestic engineering, and a special class in motor mechanics was held for drivers of the Singapore Police Force.

ADULT EDUCATION

Despite occasional inconvenience caused by "blackouts" in the Municipal electrical supply, evening classes for adult students continued to be conducted at Raffles Institution and the Junior Technical (Trade) School, instruction being given in commercial subjects, plumbing, building construction, machine design, radio engineering, marine engineering, and a variety of other subjects. The average fee for these classes was \$3 per term (24 hours) per subject. A total of 396 students attended.

COLLEGES

Post-school education was obtainable at the King Edward VII College of Medicine and at Raffles College. A report on the work of the former appears in the chapter on medical services.

Raffles College had an enrolment of 240, of whom 193 were men and 47 were women. Of this number, 59 men and 22 women were Singapore students. Three-year Diploma courses were provided in English, history, geography, mathematics, economics, physics and chemistry, 161 students following "Arts" courses and 79, science.

TRAINING OF TEACHERS

The fourth year post-graduate course at Raffles College for students intending to enter the teaching profession was not resumed and the Department of Education had therefore to expand the Normal

Class system for training teachers in English schools. It also organized classes for training teachers in private schools, Indian schools, Chinese schools and Malay schools.

The Normal Class course for teachers in English schools is a three-year one with annual examinations in August, those for first year and third year students being Pan-Malayan while the second year examination is set and marked locally. Raffles College graduates are admitted into the third year class and take an examination in the Theory and Practice of Teaching in lieu of the College professional examination. These classes were completely re-organized in 1948 in accordance with a scheme agreed upon by the Departments of Education in Singapore and the Federation of Malaya, and students now do a three-year course in either Primary teaching or in methods of teaching in Elementary classes. At the end of 1948 there were seventy women under training as teachers in Primary classes and eighty-two men and thirty-two women being trained to teach in Elementary classes, a total of 184. All teachers in training attended lectures on the Theory and Practice of Teaching and on English literature and language, and their actual classroom teaching was supervised by the Group Supervisor and the Primary Supervisor.

Teachers undergoing training in Teachers' Training Classes for the teaching of English in Chinese schools numbered thirty-two. There were eighty-two in Chinese Vernacular Normal classes, seventeen in Training classes for Tamil teachers and eighty-five probationers in Malay schools undergoing training. Twenty-nine men from Singapore were in training at the Sultan Idris Training College, Tanjong Malim, and eight women at Malay Women's Training College. The total of teachers in training was therefore 437, of whom 400 were being trained in Singapore.

GENERAL

Science was taught in six English schools (two of them Government schools), one private English school, and eight Chinese middle schools, and two more schools plan to add this subject to their curriculum shortly. Good progress has been made in Art despite the scarcity of materials and the high prices now obtaining for hand-work materials of all sorts. Music continues to be popular, especially in the junior forms. The Junior Symphony Orchestra of eighty-five players particularly distinguished itself. The Art Supervisor and the Master of Music paid regular visits to schools throughout the year,



Ho Kok Wai

The Lotus

and also conducted special classes for teachers. The Science Supervisor gave advice on the planning of laboratory work to all schools and visited Chinese middle schools to help them organize their science teaching.

Games played included association and rugby football, cricket, hockey, basket-ball, volley-ball and badminton. Twenty-one schools held their own school sports during the year. Successful inter-school sports were held by Malay schools and by Chinese schools.

Two sports committees were organized by the Superintendent of Physical Education during the year, one for English schools and one for Chinese schools, to co-ordinate all games and athletic activities, and the Superintendent of Physical Education conducted a survey of all sports grounds attached to schools. From this it appeared that the number of acres per 1,000 pupils varies from three and one-tenth (in Government English school) to one-twentieth (in non-aided Chinese schools). Even at aided Chinese schools the figure was only one-fifth of an acre per 1,000 pupils, and it appears obvious that finding more ground for playing fields is one of the most urgent problems now facing Singapore schools. Even three and one-tenth acres in Government English schools compares unfavourably with the figure of six acres per 1,000 pupils recommended by the National Playing Fields Association in England.

Finally, something should be said about general policy, and about plans for the future to which reference was made in the Report for 1947. The main points of immediate importance under the ten-year plan approved in 1947 are the introduction of universal free primary education, the training of teachers to meet the new demand, the extension of the grant-in-aid system and the provision of a large number of new schools. In this direction, 1948 was a year largely of planning for the introduction of the first main items of the plan in 1949. Noteworthy among the latter were arrangements for the granting of remission of fees at Government rates to children of approved age in the first year at all types of registered schools in 1949 and the preliminary plans for a Teachers' Training College to train all types of teachers. Plans also included an increase in the grant-in-aid to be paid to Chinese schools. Under the new Education Ordinance passed during the year the Education Finance Board was set up and soon proved its usefulness in examining the educational budget for 1949. The Education Committee was being selected at the end of the year. In general, it may be said that 1948 was a year of achievement and consolidation in preparation for 1949 which will see the first main instalment under the Ten Year Programme.

B—MEDICAL

HEALTH DIVISION

PORT HEALTH AND RURAL SINGAPORE

The population of the island of Singapore has been so largely based on immigrants in the past that it comprises many races, all with various national and religious customs which have a distinct bearing on the health of the community and particularly so in rural Singapore. The majority of the population is Chinese, an intensely individualistic race, with a smaller proportion of people from India and from Indonesia. The Health Division comes into contact with these people in all aspects of their life, and it is probable that nowhere else are the problems of the health authorities more complex in consequence.

ANTI-MALARIAL WORKS

The general control of mosquitoes was reorganized, and in each district there was a technical subordinate who was in charge of all oiling and maintenance work. This officer worked under the Sanitary Inspector of his district. Only fifty-four new cases of malaria were notified from the rural area of Singapore Island during 1948. There was, however, still considerable malaria on the outlying islands. Thus during 1948 efforts were made to reduce malaria on Pulau Sudong which had the largest island population. The carrier there was *Anopheles Sundaicus* which breeds in a tidal drain and its tributaries. By keeping the outlet of this drain clear of sand the sea had free access to all breeding places and this simple measure reduced breeding to negligible proportions. In addition the spraying of all houses with D.D.T. at three monthly intervals was instituted, and the inhabitants gave their whole-hearted co-operation. The results as regards the incidence of "fever" were very gratifying.

The neighbouring island of Pulau Pawi would be much more suitable for settlement but it was reported to be inhabited by "devils" who killed all who settled there. The "devils" were almost certainly malaria carrying mosquitoes and it is hoped to do something towards eradicating them in 1949.

A feature of malaria on other islands was the predominance of infection amongst men and the older boys. This section of the population visited the Dutch islands on fishing expeditions, and it was very possible that their infection was contracted in this way.

In addition to direct control by the Department, officers of the Department were consulted on anti-malarial works by the Services, and direct advice and assistance was given to them on anti-malarial works under their control.

INFECTIOUS DISEASES

While no epidemic of small-pox occurred during the year five cases were admitted and treated in the Middleton Hospital with no deaths.

The Colony was unfortunate in suffering from a second outbreak of *anterior poliomyelitis* in 1948, following its first major outbreak of 1945-1946. A total of 148 cases were reported; cases began to occur by the beginning of April, and rose to a peak in May with a sudden drop in June; followed by another rise in July and then a gradual tapering off. In this the outbreak differed from that in 1945-6 in which there was a very sharp incidence lasting only a few weeks, with a sudden rise and equally sudden fall. The incidence in 1948 was particularly heavy in the Chinese and European population. The experience in the United Kingdom epidemic of 1947 was repeated here in that no evidence was obtainable of any correlation with insanitary conditions, poverty or overcrowding, nor did it appear that the preventive measures adopted had little if any effect in controlling spread of the disease. The outbreak occasioned considerable public alarm and concern, which was difficult to allay in view of the lack of accurate knowledge of the method of spread of infection of this disease. Sporadic cases of this disease have occurred in the past, but what was new was the periodic explosive prevalence and clinical severity of a number of cases, lack of permanent damage in many instances, and the assumption of a low endemic state, a feature which now seems to be common to other countries not previously affected.

PORT HEALTH WORK

The number of ships from infected ports inspected and cleared was 1,565, a total tonnage of 3,512,305 net. The number of passengers inspected at the quarantine anchorage was landing 93,996, in transit 91,431. The number of passengers quarantined on St. John's Island was 37,779. Although shipping tonnage entering the port increased during the year, the number of passengers dealt with by the quarantine service was less owing to the fact that there were less infected ports affecting Singapore.

Nevertheless the Port Health authority is to be congratulated on having kept Singapore free of dangerous infectious diseases imported from other countries.

AIR HEALTH

Total number of aircraft inspected	...	...	781
Total number of passengers and crew inspected	...	...	18,182
Total number of passengers put under surveillance			322

Airport control became an increasingly important factor in Singapore and the air control health service will have to be steadily expanded to meet the demand if this world terminus is to take its proper place in future international traffic.

RURAL MATERNITY AND CHILD WELFARE

This was an aspect of health work which showed gratifying results. It was, however, hampered by lack of transport facilities and adequate housing accommodation for the staff in the areas in which they work. There were ten main centres, five sub-centres where a midwife was stationed and eleven clinics where there was no resident staff. Two of the sub-centres and seven of the clinics were on the islands as distinct from the main island of Singapore.

Attendances at the clinics of mothers and children including revisits totalled 103,897. Home visits made by nurses amounted to 61,431 (number of homes visited 7,344) and the midwives attended 6,545 confinements compared with 5,215 in 1947. 26,912 pounds of powdered milk were distributed to expectant mothers, nursing mothers, nursing mothers and infants.

The infant mortality rate for rural Singapore in 1948 was 57 per thousand which was a low record.

One feature which rather perturbed the authorities was the duplicate registration of children's births through adoption procedure. This will have to be very carefully watched as it must have had some effect in the past and will continue to have some effect on the infant mortality rate if not very carefully checked.

SCHOOL MEDICAL SERVICES

There are 334 registered schools in Singapore; 137 being Government and Government-aided and of these 32 are English, 37 Malay, 57 Chinese and 11 others. 197 are private schools, 52 being English, 127 Chinese and 18 others. In these schools there are 68,673 boys and 32,452 girls, a school population of 101,125 children. In Government and Government-aided schools there are 64,909 pupils. 34,177 school

children were examined in 1948 as compared with 20,852 in 1947. While English and Malay schools were co-operative in the work of the health division a good deal more propaganda is required in connection with Chinese schools if the full benefit of the facilities available are to be realised. There are three school clinics in operation where school children attend for treatment. 8,923 new cases were seen at these clinics during the year.

SCHOOL DENTAL SERVICE

1948 marked the long awaited commencement of the school dental service. The work was confined to examinations and the most urgent treatments but it is hoped soon to expand it from these small beginnings.

RURAL HEALTH WORK

Scavenging and Conservancy

Although these duties were part of the work of the Rural Board the Health Department undertook direct supervision and control on their behalf. There are nineteen refuse collecting stations in the rural area to which the refuse, collected from houses, drains, etc. was taken by the Rural Board labourers. The refuse was removed for final disposal by contractors. Final disposal is by incineration, controlled tipping or composting. In addition several of the smaller villages had a simple incinerator installed and one labourer was employed who collected the refuse and burnt it daily. A dust bin "drive" during the early part of 1948 had excellent results and nearly every house had its own dust bin. This greatly facilitated scavenging.

Water Supply

Along main roads and many subsidiary roads water supply was from the Municipal Water Department mains. In certain hilly areas, notably around Bukit Timah, subsoil drainage for anti-malarial purposes provided a reasonably good water supply. In far too many areas the population had still to depend on wells. As design in this connection is still far behind what is required it was fortunate that so large a portion of the population is Chinese who habitually drink tea, so that the water is boiled. A shortage of pipes hampered extensions of the pipe water supply in 1948.

Housing

Housing conditions for the poorer portion of the population, the large majority, were bad and will not improve until there is

a proper housing scheme for the whole of the rural area. The shop-house type of building is unsuitable for local climatic conditions and further progress will have to be associated with new designs. Over-crowding was still far too prevalent a feature in rural areas.

HOSPITAL DIVISION

While rehabilitation proceeded apace in improving the appearance and amenities of the various hospitals in operation, the factor of outstanding importance during the year was the acceptance by Government of a Ten Year Medical Plan, the result of nearly two years study and deliberation. This Plan embraces the whole hospital system of the Colony, particularly envisaging a 1,500 bedded hospital centre based on the present General Hospital. At the end of 1947 this hospital had been built up to a bed strength of 600 with 100 additional beds for emergency use, a strength which was maintained during the year.

Kandang Kerbau—the Maternity and Women's Hospital Centre will have a bed strength of 550 under the Medical Plan. During the year under review its bed strength was increased to 240. This total together with a flow of patients through the maternity wards limited to a stay of four days meant that this hospital undertook some four times the amount of work for which it was designed some fifteen years ago and 1948 was a record in the amount of work dealt with in this institution. During the year 10,272 deliveries were recorded which were double the number dealt with in 1937 and a very considerable increase over the 1947 figure.

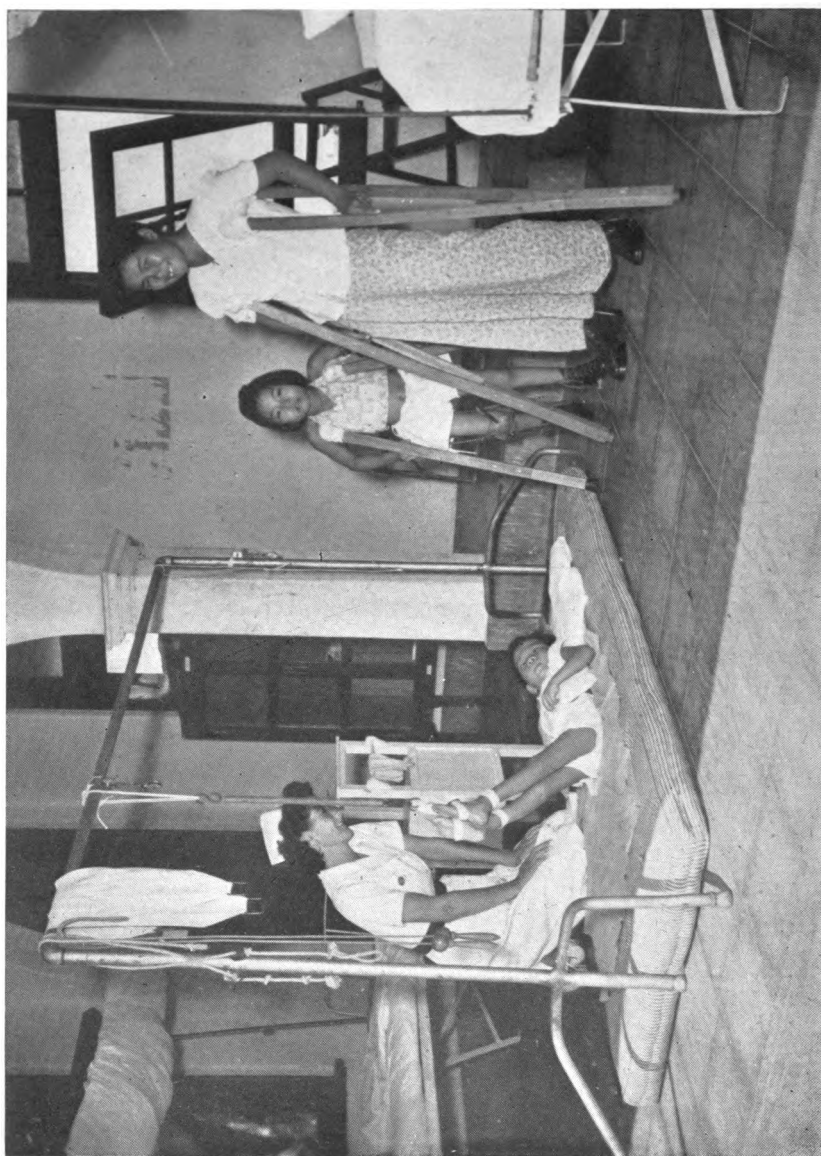
Tan Tock Seng Hospital, as was pointed out in the 1947 report is now the tuberculosis hospital and centre for Singapore. During the year the tuberculosis bed strength was raised to 400 and this number together with the beds available at the Children's Orthopaedic Hospital and certain specialised beds at the General Hospital meant that over 500 beds were devoted to this disease as compared with some 200 Government beds two years ago and even less before the war.

Two outstanding events in the tuberculosis sphere occurred during the year. One was the laying of the foundation stone of the Rotary Tuberculosis Clinic at Tan Tock Seng by His Excellency the Governor in October. When this building has been completed it will provide the most up to date anti-Tuberculosis Centre available in the Far East which will absorb all the present activities in this direction at Tan Tock Seng and will prove a worthy tribute to the



Public Relations

At work in the Blood Transfusion Department preparing transfusion sets, capping bottles and preparing solutions.



Public Relations

Patients receiving post polio-myelitis treatment at St. Andrew's Orthopaedic Hospital.

Rotary Club of Singapore. The Singapore Anti-Tuberculosis Association also established a new clinic at the other end of the town. The efforts of these two clinics are being co-ordinated for the general benefit of the public although the voluntary nature of the latter is acknowledged and will be maintained.

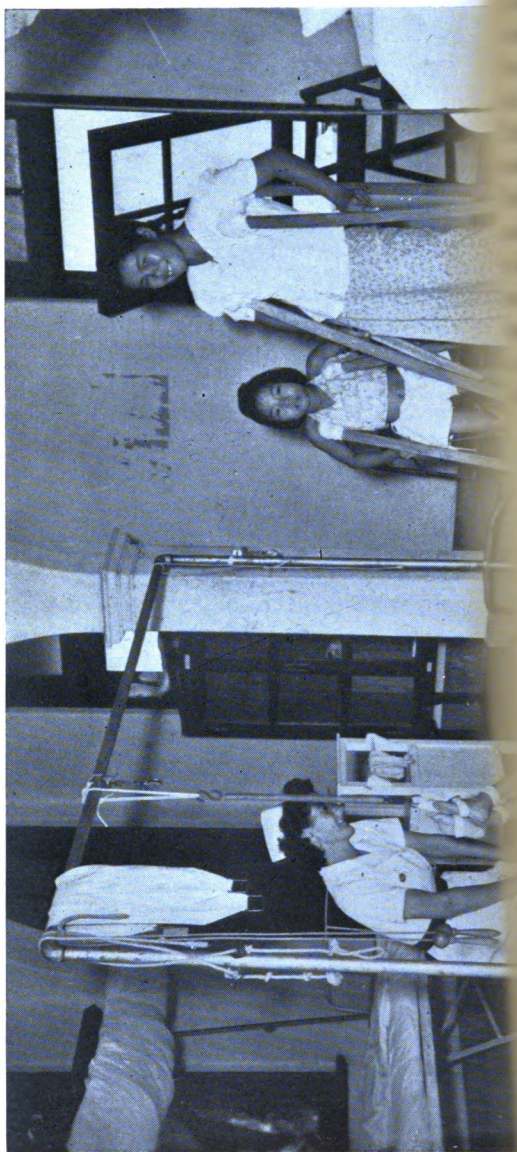
At the General Hospital the new centre for eye disease was completed. When it is brought into operation in 1949 it should prove one of the most up to date in this part of the world.

New equipment for the various departments of the hospitals was obtained during the year and should lead to increased efficiency. A valuable supply of radium was acquired and a new deep X-ray therapy plant was received. The latter installation was nearing completion at the end of the year.

It was pointed out in 1947 that a remarkable range of work was carried out by our small Radiological Department. Nevertheless the total X-ray examinations reached a new peak in 1948 when 21,562 cases were dealt with as compared with 6,000 in 1938. Of the 21,562 a total of 14,324 were examinations of the lung.

One outstanding feature of the work of the hospitals since the liberation has been an enormous increase in out-patient attendances due in large part to the limited bed accommodation. The 1947 total of 530,116 attendances as compared with 87,477 in 1938 went to a new peak of 551,599 in 1948.

Staff difficulty continued to be the cause for lack of increase in bed strength. The pre-war figure of beds in use by the Government corresponded more or less to our present figure; the 250 odd beds still vacant at the General and Tan Tock Seng Hospitals being an increase over pre-war through the opening up of certain institutions which were not available to the Department at that period and while the nursing position eased considerably towards the end of the year after a new increase in pay and allowances had been announced, it will still be some time before sufficient nurses can be trained. Difficulties in regard to qualified medical staff will continue for some time to come until the four year lag due to the Japanese Occupation can be overcome. Recruitment from overseas was almost at a standstill and it was only towards the end of the year that the advantages of Government Services *vis-a-vis* private practice began to be appreciated. Long term study leave and delayed ordinary leave will continue to play havoc with existing medical arrangements for some time to come. As only some fifty per cent of the required medical arrangements existed before



DOCTORS AND BACCALAUREATES GRANTED IN 1921

	1920	1921	1922	1923
B.A.	14	14	14	14
B.Sc.	4	4	4	4
B.L.S.	18	18	18	18
B.L.S. (Hons.)	31	31	31	31
B.L.S. (Dist.)	1	1	1	1
TOTAL	990	990	990	990

KING EDWARD VII COLLEGE OF MEDICINE
 habilitation of the Biochemistry Department was completed during the year. The habilitation to be provided for habilitation was provided to the Anatomy Department which was provided by Professor of Anatomy, who was appointed in August.

vacant Chairs were filled namely that of Anatomy by A. R. ELLIS, M.B., Ch.B.; Biochemistry by Professor J. V. D.S.C., Ph.D., D.I.C., F.R.I.C., F.A.C.S.; Social Medicine and Hygiene by Professor J. H. STRAHAN, M.B., B.Sc., B.A., B.L.S., M.P.H. (Q.U.B.), D.T.M. & H. (London); and recommendations at the end of the year for filling the Chair of Bacteriology.

In June four students were awarded the Licentiate in Dental Surgery and seven the Licentiate in Dental Surgery. In June three students were successful in obtaining the Licentiate in Dental Surgery. A Pharmacy Qualifying Examination was held in March, October and December and thirteen, seven and six respectively were successful in obtaining the diploma. In June new students were admitted to the College at the beginning of the academic year in October, sixty-six as first year medical students, two as second year medical students and twenty-four as first year dental students. These admissions raised the number of medical and dental students on the register to 361. The number of students admitted this year was the largest in the history of the College. The hostel accommodation had to be provided. This was

the war and the population has increased considerably since that period the medical authority will continue to be faced with a most invidious task until the Medical Plan has been put into operation. One of the great present difficulties is lack of accommodation for staff and this is one of the outstanding features of the Medical Plan. While the bed potential in Government controlled hospitals excluding the Mental Hospital, the Leper Settlement and the V.D. Hospital amounted to some 1,800, only some 1,200 of these were available for acute illness. Patients at the Mental Hospital amounted to 871 at the end of the year, some 374 at the Leper Settlement and some 56 at the V.D. Hospital. In regard to the latter institution the number of cases treated during the year has again shown a marked increase as shown by the following comparative figures of new cases :—

		<i>Females</i>	<i>Males</i>	<i>Total</i>
1947	...	2,268	6,787	9,055
1948	...	3,047	9,939	12,986

The starting of a thrice weekly evening clinic for male patients and the provision of separate entrances and exits for male and female patients at Middle Road Hospital were considered to have contributed at least in part to the all-round increase in the number of patients.

It must again be stressed that the V.D. figures cannot be taken as indicating an increased incidence of venereal disease among the population, but as a reflection of the more widespread dissemination of knowledge that facilities for free and confidential treatment are available at Middle Road Hospital, and to an advance in treatment.

The following points of interest are to be noted in the report on the pathological work of the Medical Department.

Deaths from motor vehicle accidents increased from 137 in 1947 to 290 in 1948. Deaths from firearm injuries, however, decreased from 41 to 16 and suicidal deaths from 114 to 89. Of 44 deaths from various poisons 30 were caused by caustic soda. Two deaths from snake-bite were recorded.

The work of the Blood Transfusion Service substantially increased particularly towards the end of the year. There was a gratifying increase in the number of civilian donors as compared with service donors. The total was 1,622 compared with 996 in 1947. The demand, however, for blood from hospitals also greatly increased and in consequence supply could not keep pace with the demand. An encouraging feature was the increase in the number of relatives giving blood.

DONORS AND RECIPIENTS CLASSIFIED BY RACE

			Donors		Recipients	
			1947	1948	1947	1948
Europeans	...	...	754	709	18	74
Chinese	...	...	146	542	502	1,014
Indians	...	...	47	148	152	151
Malays	...	...	18	102	19	52
Eurasians	...	...	31	113	11	20
Others	...	...	—	8	23	4
TOTAL ...			996	1,622	725	1,315

KING EDWARD VII COLLEGE OF MEDICINE

The rehabilitation of the Biochemical and Physiology Departments was completed during the year. There is still further accommodation to be provided for Bacteriology teaching; and extension to the Anatomy Department which awaited the appointment of a Professor of Anatomy, who was appointed and assumed duty in August.

Three vacant Chairs were filled namely that of Anatomy by Professor A. R. ELLIS, M.B., Ch.B.; Biochemistry by Professor J. W. H. LUGG, D.Sc., Ph.D., D.I.C., F.R.I.C., F.A.C.I.; Social Medicine and Hygiene by Professor J. H. STRAHAN, M.B., B.Ch., B.A.O., B.Sc. (Hons.), D.P.H. (Q.U.B.), D.T.M. & H. (Lond.); and recommendations were made at the end of the year for filling the Chair of Bacteriology.

The Final Professional Examinations were held in June and December. In June four students were awarded the Licentiate in Medicine and Surgery and seven the Licentiate in Dental Surgery; in December three students were successful in obtaining the Licentiate in Dental Surgery. A Pharmacy Qualifying Examination was held in March, October and December and thirteen, seven and four students respectively were successful in obtaining the diploma.

Ninety-five new students were admitted to the College at the beginning of the academic year in October, sixty-six as first year medical students, two as second year medical students and twenty-seven as first year dental students. These admissions raised the number of medical and dental students on the register to 361. The number of students admitted this year was the largest in the history of the College and additional hostel accommodation had to be provided. This was

done by renting 29/31 Paterson Road and converting the Japanese built building on the sports ground for the purpose. There are now some 249 students resident in hostels.

A Graduation Ceremony was held on 22nd October at which His Excellency the Governor of Singapore, Sir FRANKLIN GIMSON addressed the gathering and presented the diplomas to seventeen medical, ten dental and twelve pharmacy graduates. After the ceremony the Students Memorial Plaque at the entrance to Harrower Hall was unveiled by Dr. G. V. ALLEN, C.B.E., M.D., Principal-Designate of the University of Malaya.

The report on University Education in Malaya by the Carr-Saunders Commission was published. Owing to its late publication the envisaged date of October, 1948, for the founding of the University had to be postponed. Joint committees of the Councils and Senates of the Colleges were set up to consider the draft constitution in the report and the views of the Senates were submitted to a joint Select Committee of the Councils of the Federation of Malaya and Singapore. By the end of the year the legislation to enact the constitution was under draft by the legal advisers to the Government.

The financial aid system to old students was continued. With regard to new students the Government decided to award Bursaries in the case of Singapore to ten students (six medical and four dental); and in the case of the Federation of Malaya to a maximum of twenty students (thirteen medical and seven dental) of whom ten were Malays and ten non-Malays.

Considerable difficulty continued to be experienced in recruiting suitable staff for the College. There are still five vacant Chairs remaining to be filled—that of Parasitology, Pathology, Medicine, Midwifery and Gynæcology and Dental Prosthetics and a large number of junior teaching posts.

With the shortage of trained staff and the heavy strain thrown on those available in teaching the increased number of students the carrying out of research was at a minimum. In the Department of Biochemistry work on the calcium and oxalate contents of the local vegetables (a preliminary account of which was published in 1947) was continued and was extended to the Malayan fruits. Estimation of the “available iron” in local foodstuffs continued and a study of the chemical and physical constants and vitamin A contents of the liver oils from sharks caught in local waters was begun during the year. A study has been started of the wastage of rice in home-processing.

The Nutrition Unit was engaged in advising and supervising work at the Child Social Centres and collecting data concerning parturition of pregnant women at Kandang Kerbau and food intakes of women attending the out-patient department and of the families in the homes of pregnant women.

In the Bacteriology Department research continued in Antibiotics; in the fate of agglutinins for enteric organisms after prophylactic inoculations and an agglutinin survey of normal population of Singapore in relation to enteric and typhus fevers as carried out. Research in the cultivation of variola and vaccinia viruses in developing chick embryo is in progress.

In the Physiology Department an apparatus for the optical registration of blood pressure as constructed together with that of a Kathode Ray Oscillograph.

During the year the Royal Navy set up a Tropical Research Unit on the old golf course close to the college to examine the effects of climate on psychological and physical efficiency of personnel serving in the Tropics. The staff of this Unit arrived in September and were in close liaison with the Physiological Department of the College where the measurement of Basal Values on Naval Personnel was being carried out.

NUTRITION

Experiments with enriched rice (Premix rice)

During the year a fairly large scale experimental feeding of children with meals fortified by Premix rice took place. Two types of Premix rice, one enriched with thiamine (vitamin B₁) and nicotinic acid and the other with thiamine, nicotinic acid and riboflavin were used. The object of the experiment was to test the effect of the two types of enriched rice on the growth and health of children.

When cooked about four ounces were obtained. The results of this feeding were assessed by noting the improvement in the heights and weights and also by observing the disappearance of certain signs of nutritional deficiency in the children. These examinations were made at the beginning of the experiment and were conducted periodically after every two months until the experiment reached its conclusion. The experiment lasted for about nine months. Without going into further detail the results of the investigation appear to indicate that the consumption of a small amount of Premix rice particularly that enriched with thiamine, nicotinic acid and riboflavin does have a beneficial influence on the health of children.

In Singapore dietary surveys have revealed that the average diet is *inter alia* markedly deficient in riboflavin. A lack of this factor may be responsible for poor growth in children and also for the manifestation of certain clinical signs.

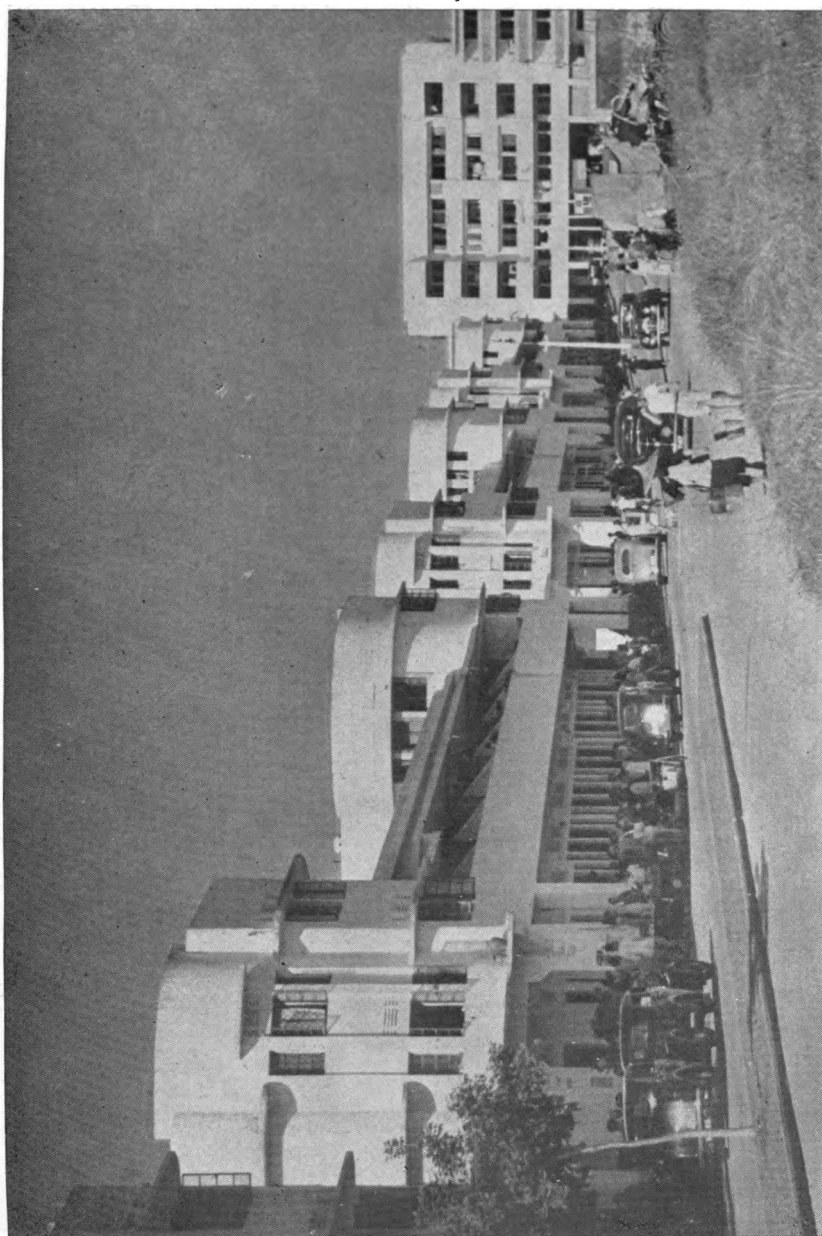
Dietary Surveys of Pregnant and Lactating Women

This investigation was started towards the end of the year under review. It must be mentioned that in the survey the diets as consumed by the family including the pregnant or lactating women were studied. The husbands of the women surveyed had an income varying from \$85 p.m. to \$150 p.m. So far eight cases (Chinese) were investigated and the results indicate that such essential foods as milk, eggs, green vegetables and fruits were consumed in low quantities. The diets appeared to be unsatisfactory for a pregnant or lactating woman especially in regard to the calcium, riboflavin, thiamine and ascorbic acid contents. Although in most of the cases economic circumstances prevented the purchase of adequate amounts of milk and eggs there were encountered in a few cases prejudices against the consumption of milk. On trying to elicit the cause of the dislike for milk there was no reason given other than that the taste and/or odour of the milk was objectionable. The results of this investigation also tend to confirm the general impression that the pre-natal diets of the average woman in Singapore leave much to be desired in certain good foodstuffs.

The impression gained in 1947 that although a large section of the population still receives an unsatisfactory diet mostly through unbalanced food intake, gross signs of deficiency disease such as beri-beri being conspicuous by their low incidence, was confirmed during the year under review. This is not to say that a lack of proper food intake particularly by the poorer section of the population does not lead to a lack of resistance to disease and to latent ill health especially in the child population; facts borne out by the high out-patient returns and the continued high mortality of children admitted to our institutions.

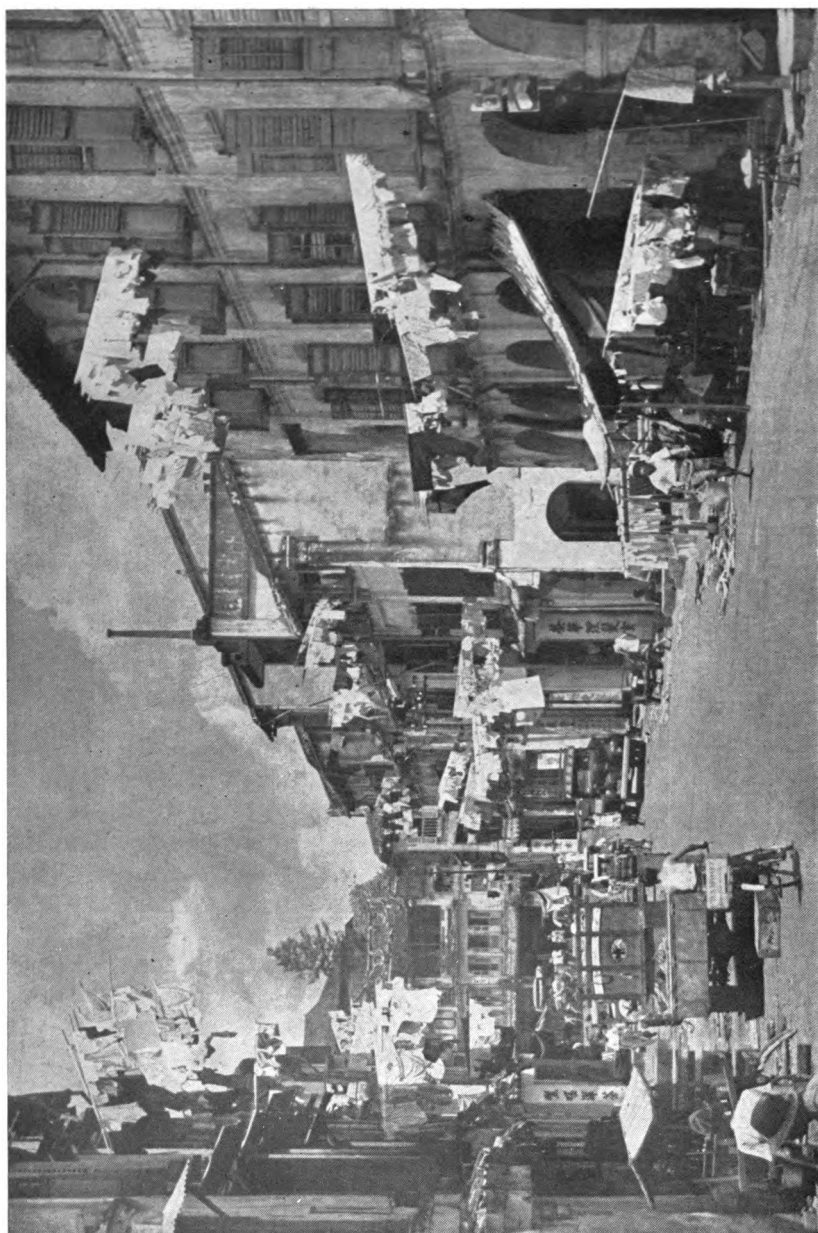
C—HOUSING

A GENERAL PICTURE of the housing problem in Singapore was given in the Annual Report for 1947 and the problems to which attention was drawn have not, naturally enough, yet been solved. The main difficulties of the housing situation are that Singapore is an island of some 200 square miles containing a population of nearly one million of whom roughly 700,000 live within the thirty square



C. A. Gibson-Hill

Modern flats constructed by the Singapore Improvement Trust at Tiong Bahru.



C. A. Gibson-Hill

Overcrowded unhealthy areas of Singapore are being replaced as fast as possible.

miles of Municipal limits; moreover the greater part of those in the Municipality live in an area about 1,000 acres in extent in the heart of the city. The population is increasing rapidly and normal building programmes are insufficient to house even the annual increase.

The Housing Committee Report recommended an immediate interim programme of building for the period 1948-50 and a satisfactory beginning to the implementation of the short term recommendations was made during 1948. By the end of January (1949) 676 houses, 128 flats, 162 tenements and 100 shops had been constructed by the Singapore Improvement Trust with the aid of a substantial government loan. In addition 264 flats at Tiong Bahru were almost completed and a further 48 flats are under construction at Kampong Silat and at Tiong Bahru the erection of 160 more was begun.

The houses and a number of shops are of the post-and-slab prefabricated construction evolved by the Trust in 1947—a system which has not only proved very flexible in its adaptations to shops and a larger type of house but also proved its worth in speed of erection and cheapness.

The tenements completed at Smith Street and Sago Street were on a new and very open plan with spacious communal halls, kitchens and laundries while the flats at Tiong Bahru and Kampong Silat were continued on the development plan used in 1947 without insanitary light wells and areas and with generous surrounding open grass spaces and playing fields.

A lay out plan for the Kampong Silat improvement scheme was approved by the trustees of the Singapore Improvement Trust to be carried out in three years. Approximately one half of the whole site has been cleared and levelled and the first contract of sixty-four houses and twenty-one shops completed while the second contract for a block of forty-eight flats is under construction and is expected to be completed in May, 1949.

At Balestier Estate 296 prefabricated houses and twenty-seven shops completed development in that area until further land becomes available, with the exception of a small area set aside for shops and flats adjacent to Towner Road. The estate consisted of twenty flats, 1,302 houses and sixty-three shops and in addition there is a clinic site for a school and provision for hawkers and market spaces.

The Tiong Bahru development has been proceeding in accordance with the lay-out published in the Trust Report in 1947 and it is

proposed in 1949 to concentrate on the provision of workmen's flats using a new type of construction evolved by the Trust consisting of a reinforced concrete frame built inside and in conjunction with a precast light weight hollow concrete block wall. This is expected to provide a considerable saving both in building costs and in erection time.

The long term plan recommended by the Committee stressed the necessity for a comprehensive diagnostic survey as a preliminary to the framing of a long term programme followed by a master development plan for Singapore and the establishment of new or satellite towns. In December Sir PATRICK ABERCROMBIE, Britain's foremost town planner, visited the Colony and advised on the framing of such a plan and at the same time a very successful housing and town planning exhibition was held which brought before the public some idea of the magnitude of the task involved.

Sir PATRICK ABERCROMBIE emphasised that civic development had two problems; firstly that of overcrowding and decay in structures and conditions, and secondly the problem of individual uncontrolled expansion with uneconomic development of public services such as roads and water supply. Both of these problems created further problems of traffic development with congestion in the central roads and traffic developing on the outskirts beyond the capacity for which the roads were originally built. It was essential therefore that lack of planning should not permit the muddle created in the city to be repeated in the rural areas.

The Committee's long term recommendation was that satellite towns should be created outside the Municipal limits and envisaged their division into neighbourhood units each accommodating about 10,000 persons with a secondary school, a main shopping centre, an industrial area, a civic centre, an amusement area, a hospital area and public parks. There would be reserves for churches and other religious institutions and an adequate green belt of an area at least the size of the town itself separating the urban development from the next satellite town. The standard town to consist of ten neighbourhood units accommodating about 50,000 persons in all.

The Committee further considered that a definite time limit had to be set in order that the recommendations made should be fulfilled and therefore recommended a definite programme of slum clearance and the provision of an adequate amount of housing to be completed within a maximum period of twenty years.

Public reaction to the Committee's report has generally been favourable. During 1949, it is hoped that the preliminary housing survey will be well under way and that the administrative and legislative machinery required for the creation of some form of Housing Trust will have begun to take shape.

D—SOCIAL WELFARE

DURING the year 1947 the functions of this department were clearly changing from emergency to permanent work, and in 1948 this change was virtually completed. The last of the emergency activities came to an end in August with the closing of the people's restaurants and problems such as the handling of refugees and displaced persons became smaller and reached a volume which can be expected to be normal. Another indication of the change in outlook and altered conditions was the carrying out of the first social survey in Singapore.

SOCIAL SURVEY

The survey took place in the last fortnight of December, 1947 but the assessment and tabulation of results took place during 1948 and the report was finally published in November. No attempt will be made here to summarise this report but two general points of interest may be mentioned. First, the report recorded information about the composition of households and the occupation and education of wage-earners, about housing conditions and over-crowding, about the education of children and the ties of Singapore's immigrant communities with their homelands—all of which was for the first time recorded precisely in a statistical form which will be invaluable in planning the development of the department's work in the future, and relevant to the work of all agencies in Singapore dealing with the social conditions mentioned.

In the second place, the applicability of the social survey method in the conditions of Singapore was proved. A random sample of 5,000 households was investigated and it seems likely that this sample was properly selected since such tests as it has so far been possible to make with the 1947 Census figures and other independent sources show that a very high degree of accuracy was obtained in the survey. Moreover, experience was gained in the application of sampling methods to the conditions of Singapore and in field work technique and training methods for field investigators which will be of great value in the future, if, as seems desirable, the scientific examination of social problems is to continue.

EMERGENCY FEEDING

In August the people's restaurants were closed down after 25½ months of existence. During that time nearly four million meals were sold to the public and the organization had in addition planned and supplied the food used in departmental homes and institutions. From the beginning of the scheme there had never been any intention of continuing after improved feeding facilities at reasonable cost had been restored in Singapore. By the middle of 1948, this position had been achieved and the reduction in prices in restaurant meals over a period of two years has been marked. In a city in which the poorest sections of the community were amongst the heaviest purchasers of ready cooked food this fall in prices was significant. The people's restaurants were able, during the times of very great hardship, to provide for those people who were most affected by high prices and to provide an element of healthy competition as an antidote to the inflationary legacy of Japanese occupation.

FEEDING OF CHILDREN

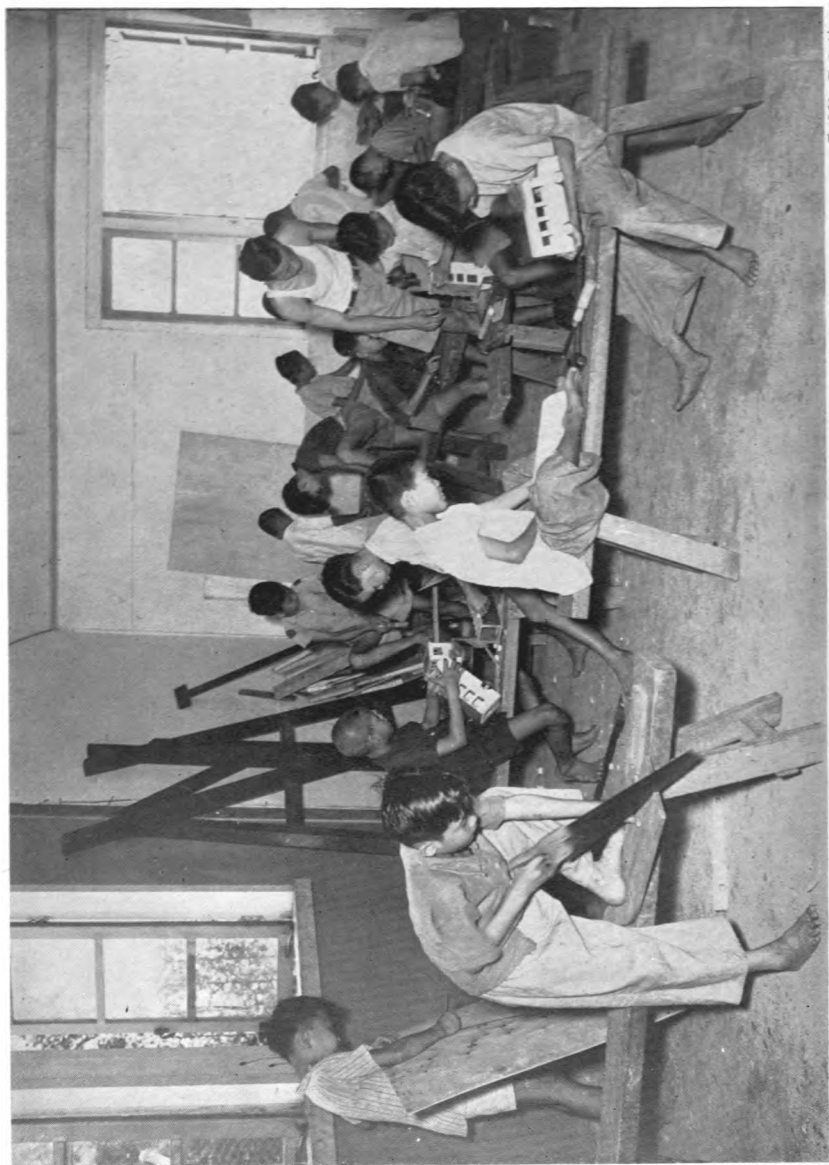
The feeding of children in need of supplementary food continued throughout the year and over three-quarters of a million meals were served from 26 separate distribution points. As far as possible the policy during the year was to provide facilities for children to consume food on the premises rather than take it away as they formerly had done. This policy was adopted following the observations of the two voluntary lady doctors attached to the scheme who reported favourably upon the progress of children whose feeding was carried out under control and supervision as compared with those who were permitted to remove food for consumption at home.

A further development on the nutritional aspect of this scheme was an experiment in the use of fortified rice produced under the Hoffman La Roche process. This experiment which was initiated by Dr. LUCIUS NICHOLLS, Nutrition Adviser to the Commissioner-General, was under the supervision of Professor OLIVEIRO of the Bio-Chemistry Department of the Singapore Medical College, and lasted for nine months. The children who were the subjects of the experiment were divided into three groups; Group I consumed rice to which naocin and riboflavin had been added, Group II consumed rice to which naocin only had been added and Group III consumed unfortified rice. The analysis of the record cards on which changes in height, weight and general condition of each child were recorded was completed by the Nutrition Unit early in 1949.



PHOTO: KUALA LUMPUR

A sewing class at the Jalan Eunus Children's Social Centre run by voluntary workers.



Boys learning carpentry at Mount Erskine Children's Social Centre.

Public Relations

In April and May an outbreak of poliomyelitis caused public anxiety in Singapore and immediately cases were reported, the department consulted the Medical authorities as to the advisability of keeping open the Children's Feeding Centres. The D.M.S. held the view that any danger caused by having the children gathered together would be more than compensated for by the value of the regular nutritional food and the opportunity to keep them under observation. He therefore asked that the centres should be kept open and with the co-operation of the Government Health Department who sent trained medical personnel daily on tours of inspection, a number of voluntary workers and salaried staff were able to maintain the service.

SOCIAL CENTRES

From the beginning of the child feeding scheme the department has been extremely fortunate in having the services of a large number of voluntary lady workers headed by Lady GIMSON and Mrs. MCKERRON. The presence of these voluntary workers made possible the development of the scheme from its basis of merely providing a meal to each child daily into something of far greater importance; the inculcation of basic social and hygienic principles by simple educational methods. A very large proportion of the children of Singapore do not attend any type of school and in addition, therefore, to fighting for sufficient daily food, they are in many cases growing up without any background of social behaviour. This is particularly true in those families in which the mother is also a wage-earner.

The first development of social centres was the establishment of three clubs for children in which, in addition to feeding facilities, the children were able to obtain simple medical attention and take part in numerous activities of a semi-educational nature. During 1948 this club system was developed simultaneously with the new policy of insisting that children feed on the premises as it was considered that the children were more likely to be interested in the proceedings at the centres if there was additional activity beyond the mere meal, and this has shown itself to be true. In October the name "Children's Social Centres" was adopted at the request of the voluntary workers as being a title more nearly descriptive of the functions performed. There was no doubt that with the insufficient educational facilities available for children in Singapore the social centres were valuable as a means of spreading the elementary principles of good citizenship.

The experiment of feeding children between the ages of two and six was initially a medical scheme and was transferred to the Social Welfare Department for convenience of operation. The department has continued, however, to preserve the medical aspect of the scheme and records have been kept of the progress of the children. The services of the two voluntary doctors already mentioned have also been utilised in detecting cases of children in need of hospital treatment, and a considerable number of such children have been sent to hospitals and clinics for treatment and also kept under observation after discharge. It is clear that this system could be extended with advantage and might help to ease the present strain on medical resources.

YOUTH WELFARE

Boys' Clubs

During 1948, three further boys' clubs were established and plans are in being for the establishment of two further clubs early in 1949. At the end of the year there were six clubs in all with a membership of 850 boys between the ages of 12 and 21. The activities of these clubs included indoor games, badminton, football, boxing, gymnastics and also talks and lectures. Picnics were popular as well as the Public Relations' cinema shows.

It was a point of policy to make these clubs self-governing as far as possible and the detailed planning of club activities was done by the Boys' Committee led and advised by their respective club leaders.

A football competition for a challenge cup took place during the year. A number of informal discussions have taken place between the management committees of the separate clubs out of which it is hoped will emerge a Singapore Federation of Boys' Clubs.

Singapore Youth Council

Early in 1948 a Singapore Youth Council was formed composed of representatives of established youth organizations. Although this Council had the strong approval of the Singapore Government it was in no sense Government controlled and operated independently under its own constitution. The objective of the Council was to provide a central body to work for the young people in the Colony, to give advice and assistance where necessary to youth organizations, and to provide a means by which youth organizations could co-operate to their own advantage. A further object was the presentation of young people's needs to Government and to the public. The Youth Council had an executive council which met each month.

WOMEN AND GIRLS' WORK

The work of the department amongst women and girls was largely of a statutory rather than an educational or welfare nature. Although there were plans for the establishment and promotion of girls' clubs and hostels, this work had to take second place to case work under the Women and Girls' Protection Ordinance. The exploitation of women and children, aggravated by the Japanese occupation, is still common in Singapore.

Females on arrival from China at the Immigration Dépôt in Singapore, in addition to complying with the normal immigration formalities, were screened by officers of the Social Welfare Department in order to detect girls and women being brought to Malaya for prostitution or as child slaves. During the year over 20,000 women and children were dealt with in this connection, of whom 718 were detained temporarily for further enquiry. It is necessary for a person desiring to land in Malaya to be sponsored by a resident of the Federation or the Colony and the sponsor must make application to the Immigration authorities for an entry permit. In the case of women and girls who were considered by the Immigration authorities to be possible victims of trafficking, such applications were sent to the Social Welfare Department where a full investigation of the circumstances and character of the sponsor was made. Such records were carefully preserved and on the arrival of the immigrant in Singapore her story was checked against that supplied by the sponsor. In appropriate cases the girl may either be put on bond or if no security is available she may be detained in a Home until such time as suitable arrangements can be made for her future welfare.

The women and girls' section of the department also undertakes in co-operation with the anti-vice sub-branch of the Singapore C.I.D., investigations into disorderly houses, and 103 girls were detained during the year as a result of such investigations, two prosecutions were instituted against brothel keepers and convictions and banishment orders were obtained in both cases. The law in regard to procuring and brothel keeping will shortly be strengthened and prosecutions of this type of offence will then become easier.

The need for vigorous action to protect girls and children was demonstrated by one case of a girl aged twelve who was found chained up in a house in Singapore. She had been bought when a week old by a Cantonese prostitute and used as a domestic servant. The child was removed to a Home and her mistress was sentenced

to a term of imprisonment. It was of course frequently necessary to detain girls who were in need of care and protection, and the department maintained two institutions for that purpose; one known as the Girls' Home, Pasir Panjang, was for the detention and rehabilitation of juvenile prostitutes and the other, the Girls' Homecraft Centre, York Hill, was used for the reception of girls in need of care and protection other than juvenile prostitutes. Both these Homes were started after the liberation of Malaya and during the year good progress was made towards placing them upon a satisfactory basis. Particularly keen interest was taken in the methods used in other countries in similar institutions and it will be the policy of the Department to keep the training programme under constant review in the light of local conditions.

TREATMENT OF JUVENILE DELINQUENCY

Juvenile Court

Following modern practice in England and elsewhere, a juvenile court was established in Singapore after the liberation. In the absence of any special enabling legislation, this court had to be constituted as a police court, but it was agreed that substantial differences in approach to offenders were permissible to bring this court as near to a juvenile court in the United Kingdom as possible. New legislation has now been framed to permit a juvenile court to have separate being and to function under conditions differing from those of an ordinary police court. During 1948, 632 children and young persons appeared before the juvenile court, 500 of whom were found guilty. Of those found guilty 290 were charged with minor offences mostly with hawking without a licence. In the present economic conditions prevailing in Singapore it was possible for a child selling such articles as cigarettes to make substantial sums and child hawkers became one of the most difficult problems facing the Department. The introduction of compulsory education may do something to change this situation but it seemed likely that it would be difficult to insist on such children attending school as the inducement offered by the comparatively high rate of profit from hawking was likely to cause the children to make every effort to avoid any type of training. Of the children convicted 190 were committed to institution and of this total 72 were committed on vagrancy charges. This was, in some ways, the same problem as was encountered by the women and girls' section, of children becoming detached from their natural parents and living precariously for long periods, without any form of adult supervision. Such children not unnaturally

fall into the hands of thieves and prostitutes and in due course become members of socially undesirable classes.

The Probation Service

A probation service for juvenile offenders was created in an attempt to minimise the number of such offenders by sending them for institutional treatment and to prevent, if possible, repetitions of offences by such juveniles who had been found guilty but not committed to institutions. The idea behind the probation treatment was that institutional treatment, by removing the offenders from their normal background would in itself, tend to destroy the offenders' contact with the surroundings to which they would have to return on release. It was then desirable if adequate supervision would be maintained to permit an offender to continue as far as possible his normal way of life while ensuring that he was not permitted to become exposed to those influences which had led to his offence. In Singapore bad housing and unsatisfactory economic circumstances increased the difficulties of probation officers to a considerable degree. When a family was living in a cubicle it was clearly not feasible to expect the parents to keep their children off the streets at night, and in every way unfavourable home surroundings always presented a very great handicap in dealing with juvenile offenders. The system must, however, be tried to the utmost as the incidence of juvenile crime was high and adequate institutional supervision was clearly beyond the financial resources of the Colony even if the provision of such institutions were desirable.

During the year three officers were working in this section, one of whom was seconded from the Home Office as adviser and one of whom has recently returned from a course of training in the United Kingdom. The work was necessarily slow as new techniques and a new approach had to be worked out to meet local conditions in Singapore.

APPROVED SCHOOLS AND HOMES

Bukit Timah Boys' Home

This approved school for boys was housed in the former Reformatory building and during the year the number of boys in residence increased from 42 to 168. All these boys have passed through the juvenile court and the length of sentence in the approved school was based not on the nature of the offence committed but upon what was considered to be the requirements for the boy's future welfare. It was fully recognized that short periods of detention in approved school were useless and boys were normally sent for two

years which would give sufficient time for the training and discipline in the Home to have its effect.

Work carried on in the Home included carpentry, rattan work, furniture making, tailoring, as well as simple building and decorating of the Home itself. Although a certain amount of formal education was carried on, this presented very great difficulties owing to the wide age range of the boys under detention and also because they were almost entirely illiterate on admission. It was hoped to establish a junior approved school for boys to which the younger boys would be sent. It should be possible in this new school to put academic education on a much higher level.

The farm at Bukit Timah produced vegetables which were used in the Home and in other departmental institutions but progress has not been as marked as was hoped, as the soil is not very good and the drainage of the land was upset by Japanese excavation work.

During the year a payment for work system was instituted and a number of the boys were permitted to visit their homes on twenty-four to forty-eight hour parole. It was hoped that this second development would be extended in future.

The Salvation Army Boys' Home.

A number of boys charged in the juvenile court as well as boys on remand were sent to the Salvation Army Boys' Home which received a grant from the department. This home performed valuable work and was an essential part of the institutional accommodation for the treatment of juvenile delinquents and homeless boys.

PUBLIC ASSISTANCE

Assistance to the destitute was provided in two forms by the department, first by cash payments to persons residing in their own homes, and secondly, by the admission of homeless persons into either Bushey Park Camp or the Nantina Home.

Cash assistance was provided from the revenue of the Colony to destitute persons at the rate of \$5 monthly per man, \$4 for a woman and \$2 for a child. No one family may draw more than \$20 per month. In addition to this contribution from Government, supplementary monthly payments and special grants are made to persons in distress from the Silver Jubilee Fund. There was also the Far Eastern Relief Fund which provided rehabilitation grants to war victims. Every able-bodied person drawing relief in cash had to have his card stamped weekly by the Labour Office as evidence that he had not refused suitable employment.

The scale of relief was admittedly low but before any more elaborate system of social assistance can be worked out it will be necessary to complete a great volume of investigation which was begun during the year.

During the year a monthly average of over 2,000 families, or about 8,500 individuals, received public assistance. Every effort was made to extend the assistance given beyond mere payment of a small amount of cash and this section of the department undertook a considerable amount of advice and semi-legal work for poor persons.

THE SETTLEMENTS BRANCH

This Branch had as one of its duties the control of Bushey Park Camp and the Nantina Home for destitute and homeless persons and thus provided assistance for destitute persons for whom cash payments were an unsuitable means of assistance or insufficient by themselves. In both Bushey Park Camp and Nantina Home the principle adopted was that the inmates look after themselves and perform the various domestic duties.

Closely connected with this work were the other duties of the Settlements Branch which consisted mainly of arranging for the inward and outward repatriation of refugees and the assistance of persons in transit through Singapore. The variety of persons in transit was very wide. The department dealt with Indian labourers from Johore returning to India, with Greek emigrants proceeding to Australia who were quite unable to meet hotel charges in Singapore but who could pay the modest sum asked for accommodation in the Nantina Home, and with persons of every nationality who have found themselves in difficulty in the Colony from time to time. A further duty was the arranging of repatriation of destitutes mainly to China who had been held in the house of detention on vagrancy charges. Perhaps the most unusual of the Settlements Branch's responsibilities during the year was the accommodation in Bushey Park Camp of 400 Chinese Muslims who were proceeding to Mecca on pilgrimage. An interesting experiment was carried on in the Nantina Home where a blind teacher voluntarily instructs eleven blind persons.

ADVICE SERVICES

The other sections of the department in which work was closely related to the Settlements Branch were the Citizens' Advice Bureau and the Missing Persons Bureau. Both these sections began their existence during the British Military Administration and were

originally designed to assist in the unravelling of many personal and family problems arising out of the war and Japanese occupation.

The Missing Persons Bureau has extensive records of persons who were killed or died during the occupation and one of its main functions was the issue of certificates of presumption of death. These certificates were accepted in the courts of the Colony as proof of death and enabled letters of administration to be granted to the relatives and heirs of the dead persons.

CHAPTER 9

LEGISLATION

FORTY ORDINANCES were enacted during the year 1948. Of these, thirteen were enacted in accordance with the provisions of section 40 of the Singapore Colony Order in Council, 1946, and twenty-seven were enacted with the advice and consent of the Legislative Council. One of these was the Supply Ordinance, twenty were Amending Ordinances and nineteen were new Ordinances.

The following are the more important:—

(1) *The Control of Building Ordinance, 1948, No. 2 of 1948.*

The main object of this Ordinance is to prevent unlimited competition for the limited resources of labour and building materials of the Colony and ensure that such limited resources are not frittered away by the erection of luxury building to the detriment of works that are essential for the good of the community. Section 1 of the Ordinance ensures the temporary character of the provisions of the measure.

(2) *The Probate and Administration (Amendment) Ordinance, 1948, No. 4 of 1948.*

Under the provisions of the principal Ordinance the Official Assignee was permitted to administer estate not exceeding \$500 in value without going through the process of obtaining Letters of Administration. This limit is now raised to \$2,000. In cases where the estate does not exceed \$1,000, the Official Assignee is permitted to provide for the maintenance of infants out of capital. Provision is also made that in cases where the estate is not in excess of \$500 the Official Assignee should not be required to give notice of his intention to distribute the estate.

(3) *The Bankruptcy Ordinance (Amendment), 1948, No. 7 of 1948.*

This Ordinance contains miscellaneous amendments to the bankruptcy Ordinance which practical working has shewn to be necessary.

Section 3 follows modifications made to the corresponding English law since the Ordinance was passed, including the power to suspend

a discharge until a dividend of fifty per cent has been paid. This power is freely exercised in England and the want of it has often been felt in the Colony.

Section 4 reduces the rate of interest to be paid on debts proved in a bankruptcy from eight per cent to four per cent. In practice such interest is seldom paid, the possibility occurring only where, some time after the commencement of his bankruptcy, the bankrupt acquires substantial property, *e.g.* by inheritance. In view of the general fall in interest rates since 1888, eight per cent was considered much too high.

Section 12 re-enacts the law relating to small bankruptcies, with certain modifications which practical experience has shewn to be necessary. The definition of "wage-earner" has been retained and a valuable feature of the law, as it stood before 1935, has been restored. This enables the Court to make a Receiving Order instead of an order for instalments on a judgment debtor summons or an order for commitment of a debtor to prison. This will prevent debtors who are in an insolvent position from being harassed or oppressed by a multiplicity of court summonses and thus enable a debtor who has several creditors to pay one instalment to the Official Assignee to be distributed rateably. The result in many cases will be to bring such a debtor's affairs under control before the volume of indebtedness becomes unmanageable through further borrowing at high rates in order to pay interest on older debts.

Section 13 enables the Official Assignee to apply in suitable cases for an order for the administration of the estate of a deceased insolvent debtor. The want of this power has frequently been felt both by official and private creditors of deceased debtors who were not made bankrupt in their life-time. This provision will expedite the administration of such affairs and greatly reduce the legal costs.

(4) *The Malayan Establishment Pensions Ordinance, 1948, No. 12 of 1948.*

This Ordinance replaces the Malayan Establishment Pensions Ordinance, 1939, No. 41 of 1939, so as to give effect to the Agreement entered into on the 26th day of January, 1948, between the Government of the Malayan Union (now the Federation of Malaya) and the Government of the Colony of Singapore (as successors to the Governments of the Straits Settlements, the Federated Malay States and the States of Johore, Kedah, Kelantan, Trengganu and Perlis) and the Government of the State of Brunei for the continuation of the Malayan Establishment.

(5) *The Control of Rent Ordinance, 1948, No. 16 of 1948.*

This Ordinance provides that all tenancies to which the Crown is not a party come within the scope of the provisions of the Control of Rent Ordinance, 1947, No. 25 of 1947.

(6) *The Emergency Regulations Ordinance, 1948, No. 17 of 1948.*

This Ordinance confers powers on the Governor on occasions of emergency or public danger to make regulations in respect of restrictions of the movement of persons, curfew; protected places for the protection of goods and supplies stored therein; processions and meetings; explosives, arms and ammunition; control of aliens and other matters, all of which were not expressly provided for in the repealed Emergency Regulations Ordinance (Chapter 98 of the Revised Edition). The period for which an order of detention may be made is limited to two years and provision is made for the periodic review of the case of each person under detention.

(7) *The Protected Places Ordinance, 1948, No. 18 of 1948.*

It provides for the more efficient protection of goods and supplies stored in protected places in the Colony and gives the authorities the right to use force extending to causing death in effecting the arrest of unauthorised persons found in such places at night. It is a temporary measure.

(8) *The Diplomatic Privileges Ordinance, 1948, No. 19 of 1948*

Provides for the granting of diplomatic privileges and immunities to international organisations, such as the United Nations Organisations and to the officials of such organisations. It follows similar legislation in other British Colonies.

(9) *The Transfer of Powers and Interpretation (Amendment No. 2) Ordinance, 1948, No. 23 of 1948.*

This Ordinance makes it clear that the laws of the Colony apply to territorial and British waters adjacent to the Colony.

(10) *The Estate Duties (Apportionment and Miscellaneous Provisions) Ordinance, 1948, No. 24 of 1948.*

This Ordinance provides a method of apportionment between the Governments of the Colony and of the Federation of Malaya estate duty which would have been due to the Government of the Colony of the Straits Settlements in respect of property situated either physically or notionally in Singapore, Penang and Malacca of persons who died prior to the 1st of April, 1946 (that being the date

on which the Straits Settlements ceased to exist as a Colony and the two separate administrations of the Colony and the Federation were constituted).

The method of apportionment is provided in section 3 of the Ordinance. Briefly, the scheme is that—

- (a) estate duty payable on immoveable property situate in Singapore is payable in Singapore and in respect of immoveable property in Penang and Malacca is payable in the Federation of Malaya;
- (b) estate duty payable on moveable property of a person whose principal place of abode was in Singapore (except those moveables situate in Penang and Malacca) is payable in Singapore and the duty on moveable property of a person whose principal place of abode was in Penang and Malacca (except property situate in Singapore) is payable in the Federation of Malaya;
- (c) in the case of a person who was domiciled elsewhere than in the Colony of the Straits Settlements the estate duty payable in respect of his moveable property situate in Singapore is payable in Singapore and in respect of his moveable property situate in Penang or Malacca is payable in the Federation of Malaya.

The apportionment of allowance for debts is worked out on the same principle, that is, that the Singapore debts are charged against the Singapore property and the Penang and Malacca debts are charged against the property in those places (section 4).

Section 6 makes provision in respect of the valuation of property and of the payment of estate duty on that property during the period of Japanese occupation. Briefly those provisions are as follows :—

- (a) except in cases of fraud and subject to a right of appeal the valuation of property made during the Japanese occupation are valid and binding.
- (b) where no assessment was made during the period of occupation or where the person accounting to duty has been guilty of any fraud or has failed to disclose any property on which estate duty should have been paid, the Commissioner has power to assess the value of the property in accordance with the provisions of the Estate Duty Ordinance.

With regard to payments (section 7) payment in full of estate duty before the 1st August, 1945, is treated as good payment for the face value thereof.

All other payments in Japanese currency shall be revalued in accordance with a scale to be prescribed by rule. It is intended that the scale should follow that of the Debtor and Creditor Ordinance.

Section 8 relates to transferred securities. It was conceded in the United Kingdom that where by reason of the war property situate abroad of a person not domiciled in the United Kingdom had been transferred to the United Kingdom the property was treated for purposes of death duties as if it had continued to be situate abroad. Included in this type of property were shares in Malayan companies which were transferred to and re-registered in the United Kingdom and other Empire territories because of the war. The provisions of this section enable such property to attract local estate duty.

(11) *The Merchant Shipping (Registration and Supply of Seamen—Amendment) Ordinance, 1948, No. 25 of 1948.*

This Ordinance introduces a new system of recruitment of Asian seamen to accord with the International Seamen's Code in the place of the recruitment of Asian seamen by persons known locally as "ghaut serangs" who were in effect contractors of labour. Provision is made for the establishment of the Seamen's Registration Bureau, for the appointment of the Master Attendant to be the Registrar and for the appointment of sufficient staff and for the making of rules by the Governor in Council providing for the manner of registration. Such rules will not come into force until approved by a resolution of the Legislative Council. It should be noted that the Bureau is not intended for the registration of ships' officers. These provisions of the Ordinance which were agreed to by representatives of the Seamen's Union and the ship owners are intended to be a temporary nature. They will be revised as soon as satisfactory arrangements have been made by the shipping industry, i.e., ship-owners and representatives of seamen's organisation, for the provision of a joint arrangement for the supply of seamen.

(12) *The Municipal Elections Ordinance, 1948, No. 26 of 1948.*

This Ordinance provides for the election of persons as Commissioners of the Municipality of the Town of Singapore. Its provisions follow very closely those of the Singapore Legislative

Council Elections Ordinance, 1947, No. 24 of 1947. The qualifications for electors are provided in section 5. An elector must be—

- (a) a qualified person who is defined as being a British subject and any person born in the Federation of Malaya, Sarawak, North Borneo or Brunei;
- (b) one who has not taken an oath of allegiance to a foreign power and is not the holder of a foreign passport;
- (c) not less than twenty-one years of age on the 1st of June in the particular year of registration;
- (d) have been ordinarily resident in Singapore for a total period of three years of which at least six months must have been within the twelve months immediately prior to the 1st of June in the year of registration;
- (e) have one of four property qualifications.

Electoral wards are constituted within the limits of the Municipality and each ward is able to elect one or more Commissioners.

(13) *The Singapore Legislative Council Elections (Amendment) Ordinance, 1948, No. 28 of 1948.*

This Ordinance was introduced into the Legislative Council by an unofficial member and was intended to remedy defects which practical experience had shewn existed in the principal Ordinance. The Bill as introduced was revised by a select committee of the Legislative Council.

The most important amendments are the extension of the right to vote and the abolition of plural voting.

In section 2 the definition of “qualified person” when read in conjunction with section 3 has the effect of enabling not only British subjects but also those born in the Federation of Malaya and Brunei to be able to be registered as electors. Specific reference to Sarawak and British North Borneo was made in the definition in order to allay any doubts in the minds of the public as to the qualification of persons born in those territories.

Section 3, while enlarging the scope of the electorate as indicated above, also takes away the right of those persons who have taken an oath of allegiance to a foreign power or hold office under, or a passport issued by, a foreign power.

(14) *The Municipal Elections (Amendment) Ordinance, 1948, No. 29 of 1948.*

This Ordinance provides that the municipal affairs of the Municipality of the Town of Singapore shall be administered by a

Commission consisting of a President and twenty-seven Commissioners exclusive of the President, of whom eighteen shall be elected under the Municipal Elections Ordinance, 1948, and nine shall be appointed by the Governor. A person is qualified to be elected or appointed a Commissioner if he is—

- (a) qualified and registered as a voter under the Municipal Elections Ordinance, 1948, and
- (b) able to speak, and, unless incapacitated by blindness or other physical cause, to read and write the English language.

A Commissioner holds office for a period of three years and one-third of the whole number of the Commissioners, being those who have been Commissioners for the longest period without re-election or re-appointment, retire in every year on the first Saturday in December and their places filled by the newly elected and appointed Commissioners.

(15) *The Government Loans (Conversion and Miscellaneous Provisions) Ordinance, 1948, No. 27 of 1948.*

This Ordinance regularises the conversion of the Government Debenture Bearer Bonds to Registered Stock and the issue of the Stock Certificates. It also provides for the calling in of any outstanding bonds and for the form of stock certificates and transfers.

(16) *The Malayan Naval Force Ordinance, 1948, No. 40 of 1948.*

This Ordinance provides for the establishment of a regular Malayan Naval Force for the defence of the Colony. The Force will be maintained out of the revenues of the Colony. The number of units and the number of officers and men of the Force will be determined by His Excellency the Governor. The Force will be under the direction of the Flag Officer, Malaya, and under the executive command of the Senior Officer. British subjects and Federal citizens are eligible for entry into the Force.

(17) *The Road Traffic (Amendment) Ordinance, 1948, No. 36 of 1948.*

This Ordinance gives effect to certain proposals recommended by the Traffic Advisory Board, the Police and the Municipal Commissioners. This amending Ordinance and the whole of the principal Ordinance were brought into operation on the 1st January, 1949, from which date the Road Transport Proclamation was repealed.

(18) *The Trade Disputes (Amendment) Ordinance, 1948, No. 32 of 1948.*

Provides for the protection of persons engaged in trade disputes from the risk of civil actions for conspiracy.

CHAPTER 10

LAW AND ORDER

A—JUSTICE

SINGAPORE

THE Courts Ordinance (Chapter 10) provides for the following Courts for the administration of civil and criminal law—

- (a) the Supreme Court;
- (b) District Courts;
- (c) Police Courts;
- (d) Coroners' Courts.

The Court of Criminal Appeal Ordinance (Chapter 11) provides for appeals from convictions had in trials at Assizes.

The Supreme Court is composed of the Chief Justice and three or more Puisne Judges. It is a Court of Record, and consists of—

- (a) the High Court which exercises original criminal and civil jurisdiction in cases tried in District and Police Courts; and
- (b) the Court of Appeal which exercises appellate civil jurisdiction in cases tried in the High Court.

An appeal lies from the Court of Appeal and the Court of Criminal Appeal to the Judicial Committee of the Privy Council.

Criminal trials at Assizes are held before a Judge sitting with a jury of seven persons.

Normally there are two District Courts in the Colony of Singapore, one for civil and the other for criminal cases.

In 1948 in addition to the permanent establishment of two Criminal District and four Police Courts there were for the greater part of the year three temporary District Courts and four temporary Police Courts and one Juvenile Court. These were necessary to cope with the arrears of work which had accumulated since the occupation by the Japanese.

The temporary courts were constituted by the Governor in exercise of his powers under the Courts Ordinance.

By the end of the year one District Court and two Police Courts had been closed down and the former considerable delays in the trial of cases in these courts were much reduced. The average delays are now District Courts two months, Police Courts one month.

The civil jurisdiction of a District Court is limited to suits involving not more than five hundred dollars when a District Judge presides, and not more than one hundred dollars when an assistant District Judge presides.

There are at present eleven Police Courts in the Colony, the Governor having power to constitute as many Police Courts as he thinks fit. The jurisdiction of the Police Courts is regulated by the Criminal Procedure Code (Chapter 21) but certain additional powers and duties are conferred upon them by other Ordinances.

There is also a Coroner's Court; a coroner is appointed by the Governor either for the whole Colony or for a district thereof.

The Courts Ordinance also provides for the appointment of Justices of the Peace. Justices of the Peace are not Courts and have no power to try cases.

The criminal procedure of the Colony is governed by the Criminal Procedure Code while civil procedure is governed by Rules of Court made under the Courts Ordinance.

Civil procedure in the Supreme Court is governed by Rules of the Supreme Court, and civil procedure in the District Courts is governed by District Court Rules.

In the Civil District Court the past year has been productive of some interesting decisions, two of which are worthy of mention in this report.

The first case, that of *Lim Boo Ban and Another vs. The Peoples Press*, District Court Summons No. 137 of 1948, the defendants were tenants on monthly tenancies of premises situate in Market Street and Chulia Street, Singapore, such premises being built upon lands comprised in two leases each for a term of 999 years, the unexpired residue of which had been assigned to the plaintiffs. The plaintiffs, who had thus by assignment become landlords of the defendants, gave them a month's notice to quit and claimed possession on the ground that the reversion of the leases being vested in the Crown the defendants were deprived of the protection given by the Control of Rent Ordinance, 1947. It was held, following the English decision in *Rudler vs. Franks* (63 T.L.R. 109), that the houses were exempt from the protection of the Control of Rent Ordinance, 1947, and that the plaintiffs were entitled to possession.

As almost all land in Singapore is held from the Crown on statutory grants or Crown leases, the effect of this judgment would have been to nullify that control over the rent and possession of premises which the Control of Rent Ordinance was designed to provide. But the necessary legislation (Control of Rent Ordinance, 1947) with retrospective effect to 8th September, 1947, was passed upon an emergency certificate which provided for the application of the Control of Rent Ordinance, 1947, to tenancies to which the Crown is not a party.

The second case, *Tay Siong Chuan vs. Ng Kim Beng*, District Court Summons No. 649 of 1948, raised a short but very important point in regard to lettings in the Colony where the tenant has the exclusive use of some rooms in a house and shares certain accommodation in the same house with others. The Court, following the reasoning of the English decisions, held that such a letting was not within the Control of Rent Ordinance, 1947.

In the Criminal District and Police Courts three cases tried during the year are worthy of mention—

- (i) a case in which eighty-eight accused were charged with participation in a triad society initiation;
- (ii) a case in which thirty-five accused were charged with criminal trespass—for refusing to leave a rubber factory premises after they had been discharged;
- (iii) a case in which four members of the committee of one of the largest trade unions in the Colony were charged with (a) management of an unlawful society and (b) sedition.

(i) provided considerable information about triad ritual, particularly modern symbolic improvisation of the paraphernalia required. This was the largest number accused known to have been tried in Singapore at a single trial.

(ii) and (iii) were undoubtedly politically important. The four accused in (iii) were only four of a large committee—their arrest resulted in the disappearance of the remainder and the dissolution of the trade union within which the unlawful society, an iniquitous “protection” society, had existed.

The convictions in (ii) and (iii), it is considered, had a steady effect and contributed towards the prevention of an outbreak of terrorism in the Colony similar to that which shortly afterwards occurred in the Federation of Malaya.

B—THE SINGAPORE POLICE FORCE

At the close of the year, the Force was composed of the following :

Officers (including leave and training reserve) made up of :—

Europeans	...	...	...	67
Chinese	...	...	...	3
Ceylonese	...	...	...	2
Malays	...	...	...	2
Eurasian	...	...	...	1
Indian	...	...	...	1
Vacancies	...	...	...	5
				<hr/> 81

Inspectors (including leave and training reserve) made up of :—

Europeans	...	...	...	7
Malays	...	...	...	17
Chinese	...	...	...	36
Indians	...	...	...	20
Eurasians	...	...	...	16
Ceylonese	...	...	...	5
Vacancies	...	...	...	20
				<hr/> 121

N.C.O.s and men (including leave and training reserve) made up of :—

Malays	...	...	...	2,540
Chinese	...	...	...	279
Indians	...	...	...	287
Eurasians	...	...	...	22
Javanese	...	...	...	9
Batak	...	...	...	1
Arab	...	...	...	1
Vacancies	...	...	...	162
				<hr/> 3,291

In addition, Extra Constabulary consisted of :—

Chinese :				
Commandant	...	...	...	1
Assistant Commandant	...	...	...	1
Inspectors	...	...	...	5
Malay :				
Chief Inspector	...	...	...	1
Inspector	...	...	...	1
Eurasian :				
Inspector	...	...	...	1
				<hr/> 10

Fifty Sergeants made up of :—

Chinese	...	...	...	16
Eurasians	...	...	...	9
Indians	...	...	...	4
Malays	...	...	...	19
Philippines	...	...	...	2
				<hr/> 50

Sixty-three Corporals made up of :—

Chinese	...	...	...	6
Eurasians	...	...	...	8
Indians	...	...	...	5
Malays	...	...	...	44
				<hr/> 63

672 Extra Constables made up of :—

Chinese	...	...	...	97
Eurasians	...	...	...	20
Indians	...	...	...	18
Malays	...	...	...	536
Philippino	...	...	...	1
				<hr/> 672

The Extra Constabulary, better described as a paid full time Special Constabulary, was recruited to supplement the regular Police. The members of this Force received from one month to six weeks training and were posted to duties such as static guards, escorts, telephone operators, orderlies, drivers, etc., so relieving the regular Force for purely Police duties.

In addition to the above there was the Auxiliary Police specially employed by the Singapore Harbour Board but administered by the Commissioner. This Force, composed of ex-Service men recruited on special contract terms, consisted on 31st December, 1948 of the following :—

British	...	...	...	107
Chinese	...	...	...	14
Eurasians	...	...	...	12
Germans	...	...	...	2
South Africans	...	...	...	3
Australians	...	...	...	2
Ceylon Burgher	...	...	...	2
Dutch	...	...	...	1
Anglo-Indians	...	...	...	2
				<hr/> 145

In 1948 the activities of the Communist Party, their attempts to seize power and the steps taken by Government and by the police to combat this menace dominated the scene.

For some time the Malayan Communist Party has been endeavouring to build up an organisation through which it could bring about an armed revolt against the Government in Malaya. During the two and a half years following the liberation, the party infiltrated into the trade unions, youth corps and cultural organisations, etc., and easily achieved leadership through its trained propagandists and professional agitators. Dominated by these communists and intimidated by the Workers' Protection Corps, consisting of communist trained thugs, the inexperienced union members were by the beginning of 1948 a potent weapon in the hands of the M.C.P.

During this same period the police had not been idle, and although political expediency prevented positive action, information was being gathered, assessed, and collated against the day when the M.C.P. would declare an armed revolt. The decision to adopt a policy of violence was taken at the Central Executive Committee meeting held in March, 1948, and this information was known to the police on 1st April. As a prelude to armed revolt, the communist objective was to close the port, paralyse transport and all essential services, thereby confining the Army to Singapore, wrecking the economy of the Port of Singapore and creating chaos in the town. The police objective was to destroy the Workers' Protection Corps without whose force the M.C.P. could not succeed, and to remove the communist leaders without whose direction the rank and file of the party would be powerless.

From information received, 15th April was the date for the opening of the campaign of strikes commencing in the Harbour Board, spreading to the transport workers, and factory workers, and culminating in a mass demonstration of strength on May Day when all other workers in essential services would be brought into line by intimidation.

On 14th April, the Singapore Government issued banishment warrants against a number of union leaders, and the police took action on the same day by raiding the premises of the Harbour Labour Union and the Singapore Federation of Trade Unions. Vehemently seditious pamphlets advocating violence were found, as well as full lists of names of members of the Singapore Workers' Protection Corps. Arrests were made and convictions for sedition and offences against the Societies Ordinance were obtained. Protection Corps lists were produced in Courts, and the Communist Party in Singapore lost control and the initiative.

Rallying their forces the Communist Party attempted to strike back through the remnants of its Chinese and Indian Protection Corps. Sabotage by arson in a large rubber factory, grenades thrown in the Harbour Board, and a direct challenge to Government by a vain attempt to organise a mass procession on May Day failed to redeem the M.C.P.'s prestige and power. Reliable information, leading to further arrests of Communist Party leaders and Protection Corps members, further dislocated the party organisation which was already suffering from successful police action in arresting and prosecuting to conviction several persons engaged in grenade throwing, sedition, unlawful society activities and inciting to violence. Most significant was the attitude of the labourers who, liberated from the intimidation and domination of their Communist "bosses", not only showed no signs of resentment towards the police, but gave a clear indication of their relief by their increased help and co-operation.

Government and the police had complete control of the situation but it was necessary to maintain the initiative and, at the same time, to accelerate the reorganisation of the Police Force, which had begun in 1945 and which was necessarily slow owing to the shortage of staff, lack of equipment and low morale which had been the legacy of the Japanese occupation. The officer establishment was increased by 25; the Extra Constabulary were increased to a final figure at the end of the year of 1,000 and Volunteer Special Constables were called for and training commenced, with the result that at the end of the year, 700 volunteers were available. A considerable increase in motor transport was made, so that the force became fully mobile, supplies of arms and ammunition were obtained in sufficient quantities to meet the emergency, and finally security measures were taken at all police stations to enable them to be defended by the minimum number of men.

Registration was introduced on 18th October, 1948 and by the closing date, on 31st December, 1948, 727,504 persons had registered. Sixty-four registration centres were opened in the first instance and police protection was given to all of these and registration proceeded without a single incident.

With these steps well in hand the police took advantage of the introduction of the Emergency Regulations, to commence searching and screening operations on a big scale and these continued night and day during the last six months of the year, both in the town area and in the rural districts. Towards the end of 1948 well over 1,000 persons were being searched every twenty-four hours and with ordinary police road blocks, radio cars on patrols and C.I.D.

personnel on large scale checks, it was probably safe to say that not one hour has gone by without some members of the community being searched either for arms, or in order to check their *bona fides*.

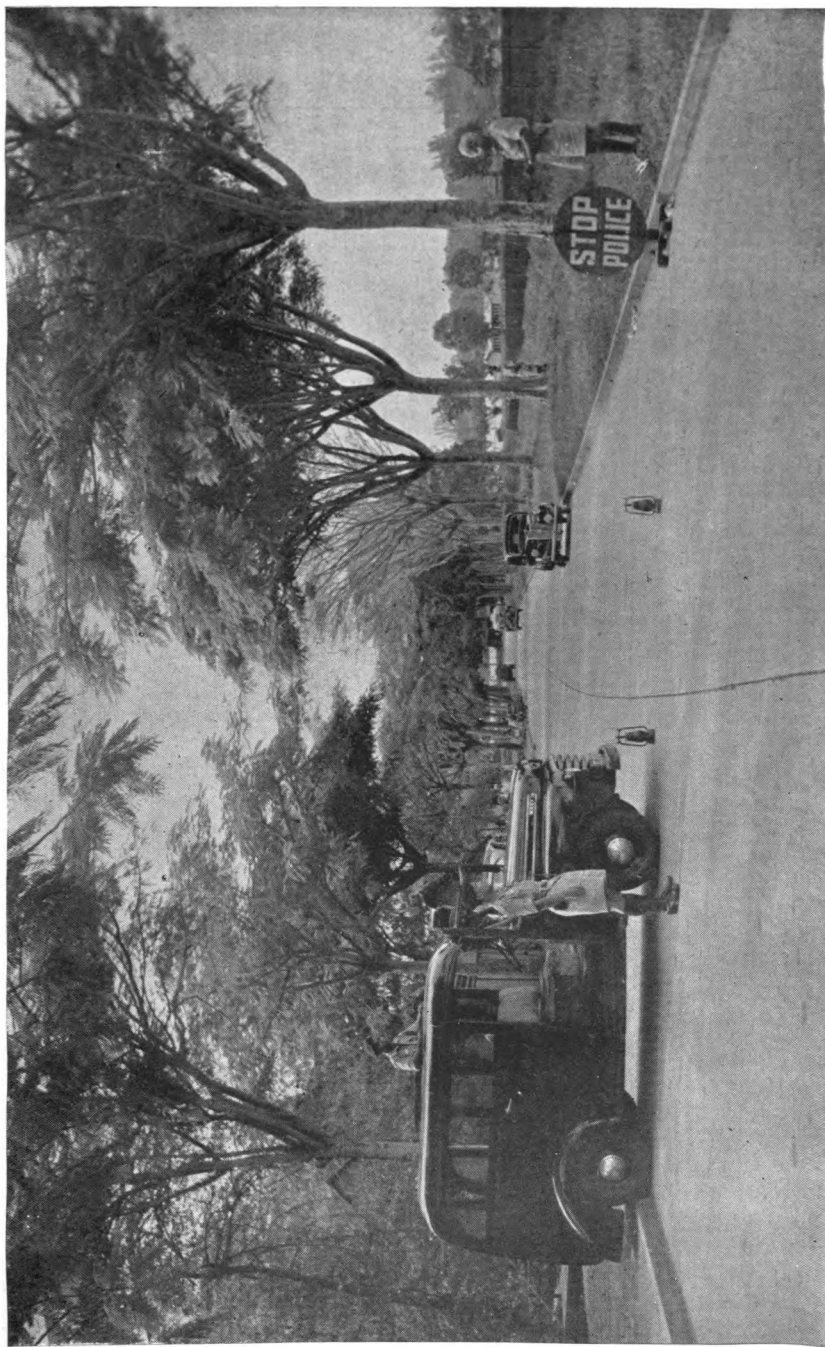
During 1947 a complete review of the Singapore Police radio system was made with the assistance of members of the Directorate of Communications in the Home Office, and financial approval was given to a police radio scheme similar to that which was formally opened by the Home Secretary at Hatfield and which was installed for the Hertfordshire County Police. This is a very high frequency A.M. multi station system of radio telephony, and was described by the Home Secretary as "a milestone in the history of police wireless". Inevitable delays occurred but towards the end of the year considerable progress had been made; a stand-by set and several mobile sets had been received, two 200 ft. lattice masts had been erected, and sixteen radio cars were operating with the new equipment.

In addition to radio communication between Headquarters and the patrol cars and police launches, the emergency pointed to the need for an extended network to include radio communication between Headquarters and the main Divisions, and a separate system between the main Divisional Headquarters and the more remote of their sub-stations in rural areas, and steps were taken to place orders for the additional equipment.

During the year, 3,750 calls were answered (by Radio Police), 1,370 of which were on "999". As a result of these calls, radio cars were directly responsible for recovering or arresting 70 wanted or stolen cars and 19 robbers and armed robbers, and effected the arrest of a total number of 770 persons. These statistics are interesting; they are almost exactly half those recorded in 1947. This reduction in crime may clearly be attributed to the firm measures taken on the outbreak of the emergency, the most important of these measures being the prescription of the Malayan Communist Party, the detention, and in some cases banishment, of known communists, their agents and hired thugs.

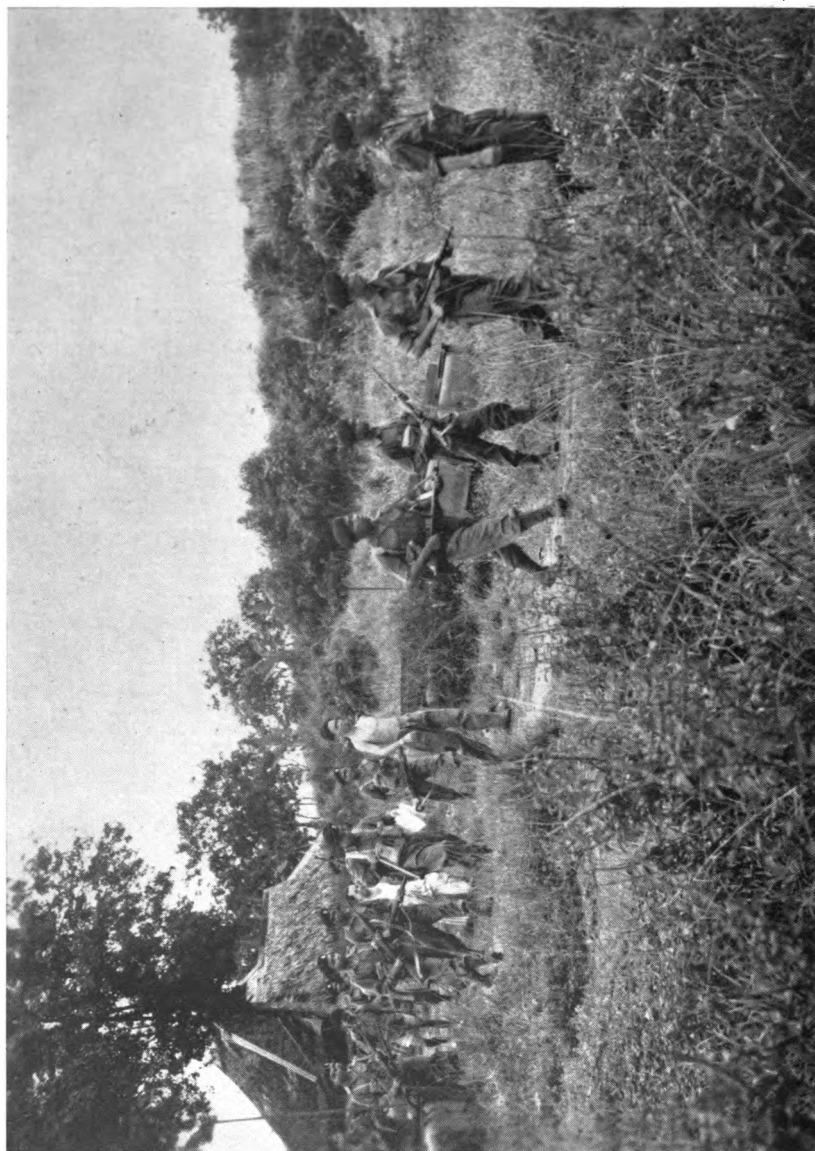
Serious crime showed an appreciable decrease during 1948 and a very considerable drop in the Singapore Harbour Board property, due to the existence and activities of the Auxiliary Police Force recruited in 1947. In December 1946 thefts recorded were 409. In December, 1948 the figure was nine.

A very large percentage of serious crime in Singapore was attributed to members of unlawful secret societies. This was the position for many years prior to the outbreak of war and the



Public Relations

A road block by the Singapore Police Force ready for action. A radio patrol car is on the left. Surprise checks on identity cards became a regular feature of police routine during the emergency.



Public Relations

Jungle squads of Singapore Police frequently assisted in operations against the terrorists in the State of Johore.

Societies Ordinance was brought into force to deal with these unlawful elements. During the period September, 1945 to June, 1947, when the policy to implement the provisions of this Ordinance was not pursued, there was an extensive birth of secret societies. In February, 1948 there were rumours of initiation ceremonies taking place. In March the police were successful in arresting, in a rural area, eighty-eight Chinese who were returning from an initiation ceremony. All were eventually convicted and sentenced to varying terms of imprisonment. A large number were banished.

The Emergency Regulations, which gave the police extended powers of arrest and detention, were brought into force in June and full advantage was taken of these powers to curb the activities of offenders in both the political and in the criminal sphere. Armed robberies in 1947 were 793. In 1948 these dropped to 455. The figures for robbery without arms were 455 and 304 respectively. Extortion cases dropped from 407 to 270, the big decline in these cases occurring from June onwards. For example armed robberies in November, 1947 were forty-one and in November, 1948 were three.

There were three cases of particular interest.

On 12th April, 1948 a party of police negotiated for the purchase of a large quantity of ammunition near the mouth of the Seletar River. When delivery had been completed two of the sellers, both Chinese, were arrested and charged with illegal possession of 48,952 rounds of .303 rifle ammunition. Unfortunately it was not possible to arrest all of those who were concerned in this transaction as four made good their escape in a mangrove swamp. This ammunition was stolen from the Seletar Air Base. The two accused were each sentenced to five years' rigorous imprisonment and two years' rigorous imprisonment respectively.

At about 9 p.m. on 27th May, 1948 two detectives on special duty in connection with the Singapore Harbour Board strike were standing in a back lane when they saw a man throw something, which was later found to have been a hand grenade, and then run towards them. Immediately afterwards they heard a loud explosion. They caught the man after a half-mile chase. He was a Javanese aged 20 years. Four others were later detained in connection with this outrage—two Malays, one Indonesian and one Tamil Hindu.

Twelve persons were injured in a coffee shop by the explosion. This incident was the work of agitators and was intended to intimidate Chinese labourers who were continuing to work in the Singapore Harbour Board despite the fact that a strike has been called.

The prompt action by the police in apprehending all, save one, another Javanese, of the persons responsible, within a few hours of

the perpetration of the offence, was a very big factor in stopping the development of a widespread wave of terrorism.

On 23rd December, 1948, the Javanese who threw the grenade, was sentenced to death at the Assizes on a charge of "for purpose of committing an offence under section 324 Penal Code made use of arms, etc."

During October information was received that forgers were making fifty cent Malayan currency notes and as a consequence raids were made on premises at six different places on the Island resulting in the seizure of three complete and one incomplete treadle printing presses together with blocks, inks, paper and a large quantity of unfinished forged fifty cent notes.

At one of these premises, a photo-engraver's workshop in the city, drawings of a fifty cent note and petrol coupons, photographic plates and unfinished copper printing blocks were seized.

Nineteen Chinese were arrested and charged in connection with these seizures, ten have been committed for trial, an eleventh man, (the only one granted bail) absconded to Hong Kong where he was arrested on his arrival and sent back to Singapore.

The Traffic Police had a busy year though not at full strength owing to demands made by the emergency. There were 21,809 reports of traffic offences during 1948, an increase of 31.4 per cent over the figure for 1947 and the increase of vehicles on the road over 1947 was thirty per cent. The increase in trishaws and motor vehicles together with ignorance of the rules of the road were largely responsible for the 119 fatal traffic accidents which occurred during 1948 as compared with 158 in 1947.

Active measures were taken to improve traffic conditions in Singapore and the Traffic Advisory Committee gave much useful advice and assistance in that respect. A Committee appointed to report on parking spaces was also in session at various times throughout the year and it is expected that its recommendations will do much to improve traffic measures in Singapore.

C—SINGAPORE PRISONS

THE prisons of the Colony continued to be crowded throughout 1948 in spite of the reopening of Changi.

At the beginning of the year there were 667 criminals plus 250 Japanese at Changi. With a steady increase of long sentence prisoners sent to Changi the number of inmates rose to 1,040 which was 440 more than there was cellular accommodation for and in September the majority of the Japanese were transferred to Outram

Road; in spite of this, the muster at Changi of long sentence prisoners was 880 on 31st December, 1948.

During the year the Prison Enquiry Commission held numerous sittings, visited the prisons, took statements from prisoners and staff and in December commenced to prepare their report.

The industries continue to flourish especially at Changi and the printing department in particular, with the help and advice of the Government Printing Department and the acquisition of a confiscated printing press which was installed by prison labour.

A schoolmaster was appointed to Changi in January, 1948, and evening classes were started; these increased in size so much that in December, 1948, it was decided that certain classes could be taken by selected prisoners under the schoolmaster's supervision.

The Public Relations Officer arranged for films similar to those given in the kampongs to be shown at Changi, and these were much appreciated.

With the assistance of Toc H a group of unofficial visitors was formed to visit the European prisoners at Changi who normally receive no visits. These gentlemen came in groups and visited the prisoners in their cells about once every fortnight—this conformed to the usual practice in the United Kingdom.

The fencing in of prison land at Changi was commenced towards the end of the year and it is hoped that towards the end of 1949 this land will be well under cultivation which will give outside employment to a large number of prisoners.

Pearl's Hill Prison continued to function as a short sentence and remand prison with a long sentence section for the Japanese. During the year the entire building was given its first coat of colour-wash since 1926 and other rehabilitation and security measures were completed.

In July the Department took over a section of St. John's Island Quarantine Camp to house detainees under the Emergency Regulations. This entailed the recruitment of extra staff, and in the second week of July the first batch of detainees were received. In September the Federation of Malaya asked the Colony to assist in this matter and 500 detainees were transferred to St. John's from Johore.

There were no organised riots or disturbances in Pearl's Hill and only a few gang fights in Changi in the first part of the year.

The Visiting Justices visited both prisons regularly and in January a number of ladies were appointed Justices of Peace and carried out monthly visits to the female prison.

The average cost of feeding prisoners dropped from \$1.05½ to 80 cents per day in the case of European prisoners. An increase from 50½ cents per day to 68 cents per day occurred in the case of Asian prisoners owing to the improvement in their diet during the year.

The daily average in both prisons was :—

Pearl's Hill	...	...	...	1,370
Changi	...	...	...	867
St. John's	...	...	...	343

The highest muster in any one day was :—

Pearl's Hill	...	...	...	1,606
Changi	...	...	...	1,040
St. John's	...	...	...	662

The health of the prisoners remained satisfactory.

The number of females admitted remained remarkably low, the average daily total of female inmates being thirty-five including detainees.

Ten condemned prisoners were admitted of whom six were executed and in addition five Japanese war criminals who were admitted in 1947, were executed in 1948.

D—DEFENCE

THE role of the Singapore Volunteer Corps in any future war was critically examined. The General Officer Commanding Singapore District prepared a plan for a new form of Corps consisting of Infantry, Royal Engineer, Royal Army Service Corps and Anti-Aircraft Battery units which would be trained in the closest relation with the corresponding services in the regular army stationed in Singapore and which would on mobilisation be attached to the regular services. By this means the special experience and local knowledge of the volunteers would be better utilised.

The Malayan Royal Naval Volunteer Reserve was able to report a year of satisfactory recruiting and training, and was able to assist the Marine Police to a very great degree by its security patrols, while the major contribution of the Colony towards its external defence was the formation of a Malayan Naval Force.

A Malayan Air Training Corps was planned during the year; its members will learn the rudiments of aviation and will provide valuable material for Service and civilian flying in the future.

THE MALAYAN NAVAL FORCE

On 21st December, 1948 the Legislative Council passed a bill authorising the raising and maintenance of a naval force to be called the Malayan Naval Force.

During the latter part of 1939 the Admiralty decided to augment the number of naval personnel available in the strategically important base of Singapore by recruiting locally. A nucleus of trained personnel was taken from the Malayan Royal Naval Volunteer Reserve and recruiting was confined to the seaman and communication branches. Between August 1939 and February 1942, one thousand four hundred Malay naval ratings had passed into H.M.S. "Pelandok" which had become the Malay naval depôt.

In February, 1942, eight hundred ratings were serving on the active list in ships, patrol vessels, shore signal stations and in the naval base. The fates of these after the capitulation in 1942 were varied; many were serving in ships which were sunk in local waters and survived to reach the Netherlands East Indies or outlying islands. Others died in action and others were shot outright on capture by the Japanese. Many were left in Malaya but one hundred and fifty eventually reached Ceylon.

In Ceylon the Malays undertook the duties for which they had been trained, and helped the Royal Navy in manning many shore commitments. A number volunteered for special training and served with clandestine forces operating in the south-west Pacific or were dropped by parachute into Malaya. In September, 1945 the serving Malay personnel returned to Malaya with the advance port parties.

Steps were immediately taken to trace and recall all ratings who had been serving in 1942, to enable those who wished to end their naval service to be formally demobilised, and to start afresh with those who wished to remain, to form a self-sufficient and balanced naval force.

Every one was, in the first place, concentrated in a transit camp on the race course but in January, 1946 some barracks were taken over on Belakang Mati Island and re-organisation commenced apace. The training of seamen and communication ratings was resumed and in addition selected ratings commenced training in the administrative and artisan branches. One gunnery landing craft and one motor fishing vessel were manned entirely by the Malay Navy, and the former rendered valuable service by ferrying personnel along the Malayan coast. Towards the end of the year a flotilla of harbour defence motor launches was handed over by the Royal Navy but by this time considerable doubt had arisen concerning the future of the Malay Navy.

Hitherto the force had been maintained entirely by the Admiralty but with the cessation of hostilities and the reduction of the Royal Navy as a whole, the Malay section was no longer required. Great

interest had been displayed by Singapore Government in the future of the force and negotiations had been opened with a view to the force becoming a colonial commitment. Unfortunately, the engagements of all local personnel with the Admiralty expired in March, 1947 before final arrangements could be made for the transfer of the administration and operation of the force to the Singapore Government and there remained no alternative but to demobilise and disband the Malay Navy.

The affairs of the force were wound up and left in the care of the Malay Navy Records Office consisting of two of the former officers and two clerks. Later in the year approval was given to the Singapore Government by the Secretary of State for the Colonies to establish and maintain a naval force and it fell to the Malay Navy Records Office to make preliminary investigations and estimates with regard to the formation of the Malayan Naval Force, as the new navy was to be styled. In January, 1948 the personnel of the Malay Navy Records Office were lent by the Royal Navy to the Singapore Government, relieved of their naval duties and instructed to plan in detail the new Malayan Naval Force.

The task before them was by no means easy. Everything for a complete and full time naval force from spoons and forks to buildings and ships had to be found from scratch.

Firstly, it was not possible to raise an armed force until the laws of the Colony of Singapore had provided for this; but the necessary legislation was passed in December, 1948. Then rules and regulations for the governance and discipline of the force had to be considered, but here the task was simplified by following the King's Rules and Admiralty Instructions for the Royal Navy as closely as possible while providing against contingencies which might arise out of local circumstances.

Secondly, no accommodation was available for the new Malayan Naval Force as the former buildings had been returned to their rightful owners in the Army. Nevertheless a site was selected and surveyed and the first rough plans of a complete naval depôt, which will be built near the naval base, were completed. Building will naturally take some time before even a small nucleus can be accommodated in the depôt, and in order to avoid delay provision was made to use the frigate H.M.S. "Test" as a training and accommodation ship in the early stages.

The Admiralty offered the loan of a depôt repair craft in reserve to the Malayan Naval Force. This was gratefully accepted, as the workshops on board provided good repair and instructional facilities

for the engineer and artisan branches of the new force. The craft was taken over and put in the hands of local shipkeepers in September.

In addition the Admiralty was asked to lend officers and instructors to establish the force. Volunteers were called for from the Royal Navy throughout the world and the first draft arrived in December.

Besides personnel, arrangements had to be made to order necessary stores, clothing and provisions.

It was decided to recall a few former ratings of the Malay section of the Royal Navy to provide a trained nucleus for the Malayan Naval Force. They were to join the frigate on 1st January, 1949 and undergo an intensive refresher course for six months, then they would move into the shore depôt and prepare to receive the first intake of recruits as soon as sufficient buildings had been erected and general recruiting could be opened. Unfortunately H.M.S. "Test" could not be made immediately available but rather than modify the original programme it was decided to bring to life the repair craft manned by shipkeepers.

The shipkeepers themselves provided the necessary working parties and the newly joined instructors carried out the essential repairs and painting necessary to make the craft habitable. Within a fortnight all hands, regardless of rank, were storing and provisioning ship and the craft was ready to receive the first volunteers to rejoin the former Malay Navy.

The programme ahead provides for the establishment of a valuable local security force in times of peace and an efficient helpmate to the Royal Navy in time of war. The Malayan Naval Force will not however be controlled by the Admiralty, but will be administered and operated by the Colony of Singapore in pursuance of the policy of delegating some of the responsibility for local defence of the colonies to the colonies themselves.

CHAPTER 11

PUBLIC UTILITIES

THE water, electricity and gas supply and sewerage services of Singapore are administered by the Municipality which financed, constructed and maintains them. These services, now practically restored to their pre-war efficiency and on the verge of further improvement, contribute to the health and well-being of nearly one million people.

WATER

Good progress was made with rehabilitation and, with a few exceptions due to shortage of materials, the waterworks as a whole approached pre-war standards by the end of the year.

Recruitment of a number of engineers from England helped to overcome administration difficulties on the normal running of the Department although the large proportion of senior officers new to the country created its own problems.

Rainfall (107.53 inches at McRitchie Reservoir gauge) was above the average and the reservoir levels at the end of the year were very satisfactory.

The average daily consumption for the year was 30,984,000 gallons, or about 33.3 gallons per head per day. Of this total an average of 14,501,000 gallons per day was supplied from Johore works, the balance coming from the island catchment areas.

The bacteriological test results of samples taken daily from various parts of the system were consistently good. Physical and chemical characteristics however, particularly from Bukit Timah Road filters, still required some improvement.

Approximately 12.7 miles of water mains mostly four inch and six inch diameter were laid during the year and it was possible to supply all new housing development. Galvanised pipe shortage however caused serious difficulties.

Meters and spare parts were also in short supply, and the system was not by any means fully metered. Waste detection produced very satisfactory results and it was estimated that 191,838,000 gallons of water or 525,000 gallons per day were saved during the year by this means. This saving might account to some extent for the slight reduction in the average daily consumption compared with 1947.

The progress of new construction work, to augment the supply, was most disappointing, shortage of staff and steel being the major delaying factors. Banditry in Johore also played its part in the delays, for valuable time and effort were expended in providing protection for staff and works. In addition surveying in isolated districts had to be suspended. Progress was however made with the tunnel from Pontian Reservoir to the Ayer Hitam catchment. The installation of the third new pumping set at Pontian was completed and all three new sets gave satisfactory service throughout the year, the new McRitchie booster plant was commissioned, improvements in the Seletar pumping station were completed and the installation of the new pumping sets at Bukit Timah Road Station was nearing completion at the end of the year.

ELECTRICITY

The year under review was one of great difficulty in maintaining continuity of supply, and during the first nine months of 1948 extensive load shedding took place, especially during the peak load period between the hours of six p.m. and ten p.m. This was due to unavoidable outages on both turbine and boiler plant in the power station but, notwithstanding the troubles which beset the department, electricity was made available to many more consumers; and through the strenuous efforts of the department's engineering staff in its rehabilitation programme, all consumers enjoyed in the months of November and December an almost uninterrupted supply of electricity.

Although blackouts were almost eliminated towards the end of the year, a greater degree of continuity of supply would have been possible during the previous nine months if the public had responded to appeals to conserve electricity between the danger hours of six p.m. and ten p.m.

The number of consumers rose from 34,882 to 36,947 representing an increase of 5.91 per cent compared with a rise of 2.43 per cent in the previous year, and the total units generated increased by 25 million to a record amount of 126 million, an increase of twenty per cent. Consumption for lighting and power had a moderately steady increase of about twelve per cent, but that for domestic power showed an uplift of over fifty per cent. These last figures were most illuminating, showing as they did that the average consumer was becoming electricity conscious, and was utilising his newly found knowledge in the purchase of electrical equipment to lighten his daily labours.

Revenue was estimated at \$7,750,000, being an increase over 1947 of \$800,000, but offset against this was the cost of additional fuel which had to be consumed, and which finally resulted in 8,000 tons over the contract quantity of 65,000 tons having to be purchased. The average cost of fuel throughout the year was \$28.89 per ton.

The question of peak load was brought up many times and it was difficult to convince consumers that the department could only regulate the demand from the power station by switching out various sections to relieve the loading on its system, and that it lay with the individual consumer to reduce consumption during the peak time and thus help in eliminating blackouts.

In addition to the extraordinary work which both the generation and distribution staff had to carry out during the period of load shedding sixteen new substations were commissioned, over 2,000 new consumers were connected, and much rehabilitation work carried out, particularly in the power station. Tardiness in the delivery of essential materials meant that much improvisation was frequently necessary, and there was no doubt that the number of blackouts would certainly have decreased if essential spares had come to hand.

During the year the Commissioners approved (subject to Government sanction) the erection of a new power station at Pasir Panjang for an ultimate capacity of 150,000 kw. The first section of the new power station will consist of one 25,000 kw. turbo alternator together with two 187,000 lb. boilers, to be followed immediately by the installation of a further similar machine together with boilers, auxiliaries, etc., but unfortunately, it was not anticipated that the new power station would be in commission before the early part of 1952.

Work proceeded in a progressive and satisfactory manner upon the re-illumination of the streets of Singapore, and the number of public lamps connected was more than trebled, from 270 in 1947 to 912 at the end of 1948, while the erection of traffic signals at important road crossings was also carried out. In addition to the approved programme strategic lighting was installed at various junctions and danger points, particularly in streets, in which the police considered they were of vital necessity in combating crime, and in connection with the emergency regulations, lamps were installed outside the main police stations in Singapore.

It was anticipated that the coming year would see the fruits of the heavy maintenance and rehabilitation work which was carried out in 1948 and that the improvement in continuity of supply would

be maintained while the undertaking would be in a position to absorb further power load and connect many new domestic and commercial consumers.

GAS

Rehabilitation work was continued during the year and out of a total of six beds each of eight retorts, comprising the coal gas producing plant two beds *i.e.* sixteen retorts were reset and put to work, and a third bed was in course of being reset. An immediate improvement in gas making was noticeable when the reset beds were put to work.

The water gas plants worked efficiently during the year, and minor repairs to brick work were carried out from time to time. Heavy carburetting of the water gas had to be resorted to as the Indian coal supplied for producing coal gas left much to be desired. An annual supply of say 18,000 tons of good quality Australian gas coal as supplied pre-war would relieve the strain on all plant which was worked almost to capacity throughout the year.

Further repairs were carried out on the coal charging machine, the telpher machine and the coal breaker plant.

The first two machines although working satisfactorily required overhauling and parts replacing, due to the poor quality of the coal. The coal breaker plant also gave trouble and was overhauled, the shafts and bearing being replaced. Trouble also arose over electric wiring and it was found that a considerable length had been renewed with Japanese cable during the occupation, the insulation on this cable had perished and it was necessary to renew practically all the wiring.

The electric motor driving the push plate conveyor had to be dismantled and repaired, this again was due partly to the coal and partly to Japanese materials being used during the occupation period.

All boilers were examined and certificates of fitness issued and a new mechanical oxide disintegrator and sprayer was installed and cut down the work involved considerably.

A considerable amount of main laying took place during the year, as trunk mains were extended and small diameter mains relaid with larger ones. Examination and repairs to mains continued throughout the year and better pressures were maintained in all districts. Considerable trouble was experienced with the four inch and six inch high pressure pumping mains from the Kallang Works to the gas holder at Maxwell Road. During the occupation these mains were not maintained with the result that the mains, which are of steel,

were in very poor condition and long lengths had to be relaid and it was considered that the whole of the two mains would have to be relaid in the very near future. The House Service Department carried out good work but a shortage of galvanised iron pipe fittings restricted their activities. This was a serious matter as from tenders put out for galvanised iron fittings during the year, the earliest delivery expected was at the end of 1950, and it was found impossible to supply gas to the new Tiong Bahru flats, which were part of the slum clearance scheme.

The local population definitely became more appreciative of the advantage of gas for cooking and water heating and there were approximately 150 names on the waiting list for new gas services and appliances.

Although the manufacture of gas was somewhat restricted by the poor quality of coal received and by the fact that only thirty-three per cent of the plant was rehabilitated a fair amount of progress was made as shown by the following figures:—

1941: Daily output to private consumers	...	600,000 cubic ft.
1947: " " " " "	...	672,000 cubic ft.
1948: " " " " "	...	750,000 cubic ft.
Appliances on hire on district at 31st December, 1947	...	3,732
Appliances on hire on district at 31st December, 1948	...	4,471
i.e. an increase of 739 appliances on hire.		

In addition 256 appliances were sold to consumers by the Department during the year and many more were imported into the Colony by private firms and individuals.

SEWERAGE

Extensive progress was made during the year towards the restoration of normal conditions as unskilled labour was more freely available and the supply of materials improved.

An enlarged programme of sewer construction was carried out to provide sewerage facilities to most of the new housing and building projects completed during the year, including one quarter of a mile of main sewers, two and a half miles of minor sewers and over half a mile of sewer connections.

Delivery of spare parts for machinery ordered through army sources by the British Administration improved and enabled better progress to be made on rehabilitation. The rehabilitation of the sewage disposal works was nearing completion and included extensive repairs and renewals to the mechanically operated Dorr sedimentation tank at Alexandra Road sewage disposal works and the erection of new vent shafts to the outfall conduit from Kim Chuan

Road sewage disposal works. The rehabilitation of the pumping machinery in the pumping stations continued and out of sixty-five units of pumping machinery, sixty units were overhauled and the remaining five units were under repair. The rehabilitation of the sewers and rising mains continued and was carried out at the same time as normal routine maintenance.

The demand for modern sanitation increased as materials and sanitary fittings were more readily obtainable on the local market. The number of sanitary fittings installed was approximately 1,300 and a total of 285 premises were connected to the sewerage system. Outside the sewerage area 13 new purification plants were constructed and eleven such plants were under construction.

BROADCASTING

Schools Broadcasting

At the end of 1948, seventy-nine schools in Singapore were making use of the schools broadcasts which shows a satisfactory increase of twenty-five schools over the previous year. The chief development was in the teaching of English to Chinese schools. During the polio epidemic broadcasts were also given to help School Certificate candidates in English schools and in this connection, a team of teachers undertook this work voluntarily and with success.

Programmes

Regular English broadcasts on Saturday and Sunday afternoons were introduced during March and on Sunday mornings in September, thus providing ten additional hours of broadcasting time per week.

During the Christmas period two variety shows and a pantomime were publicly performed in the Victoria Memorial Hall and proved to be very popular. Public concerts given in Singapore during the year included one by the famous ISOBEL BAILLIE and parts of these concerts were broadcast. Sports commentaries proved to be very popular, and during the year the Department increased the number of broadcasts in this capacity. The relaying from England of the opening of Olympic Games was worthy of special mention.

Engineering

The original medium wave transmitter was completely renovated and was operating during the year. New equipment for studios and the main control room was designed and constructed and gave satisfactory service. The standard of recordings improved greatly

owing to the new recording gear used and a contributory cause to this higher standard was the increased skill of the operators. The training of the staff received special care and staff lectures were held while in future, promotion will depend on the passing of departmental examinations.

Listeners' Licences.

The licensing of broadcasting receivers, the renewal of licences and the administrative work in connection with the licensing of receivers was an important adjunct to the work of the Department. 18,455 licences were taken out and/or renewed during the year in the Singapore area, representing a revenue of \$221,460 against \$140,476 in the previous year. 6,755 more licences were taken out or renewed in 1948 over the previous year. The carrying out of checks on unlicensed sets received the close attention of the Department, and it is hoped that, as a result, a big increase in revenue will be shown during the course of 1949.

CHAPTER 12

COMMUNICATIONS

DURING the year 1948, communications were restored generally to pre-war standards and progress has been made in many new developments.

SHIPPING AND PORT FACILITIES

The volume of cargo handled over the Singapore Harbour Board's wharves reached approximately 2,745,000 tons (excluding oil fuel). Some 2,300 ships were worked and their net tonnage was over 6,000,000. Shipping was not delayed by lack of berth accommodation and the high level of security to goods in the premises of the Singapore Harbour Board which had been achieved by the recruitment of a Special Auxiliary Police Force in 1947 was fully maintained.

The rehabilitation work planned for the year was completed in full, including the programme for reconstruction of transit sheds, quay surfaces, roads and railway tracks damaged or destroyed during the war. Approximately 120,000 square feet of warehouse accommodation was added to the port's facilities. The clearance of silt and wrecks from the Empire Dock was also completed during the year and the dock dredged to a depth of twenty-eight feet. Dredging of the wharves continued satisfactorily and some of the major berths at the west and main wharves were dredged to a depth of thirty-four feet.

The Singapore Harbour Board's dockyards were active throughout the year and executed repairs at \$13 million. Hull repairs occasionally could not be undertaken on account of shortage of steel. In some cases this inability to perform repairs to foreign ships resulted in substantial loss of foreign currency earnings.

The capacity to store latex in bulk in the Harbour Board premises was increased during the year by 192,000 gallons. The jetty between Dry Docks No. 1 and 2 was completely re-built and the second caisson of the King's Dock was re-conditioned. The latter work completed re-conditioning of all caissons of the five dry docks. The facilities of the dockyards were increased by the arrival of several items of modern machinery.

In March, 1948 a mechanical floating coal hoist was brought into operation for bunkering vessels. The electrical department of the Harbour Board was busily engaged during the year with wiring and installation extensions but repairs were also carried out on a large number of vessels of all classes. Electrical plant repairs included repairs to two modern marine electrical propulsion equipment, both in American ships.

A well-equipped precision repair section was also added to the Harbour Board's organisations and this has been extended to include service to all types of marine, electrical and navigational aid equipment. This section has undertaken the servicing of marine gyrocompasses and pilot equipment and has already carried out a volume of work on vessels of many flags.

In December a start was made on the introduction of mechanical cargo handling equipment but much still remained to be done by the close of the year before this type of mechanisation is fully introduced. It can be said however that, by the end of 1948, the gradual improvement in the output of labour had brought the speed of cargo working on the Harbour Board's wharves appreciably nearer the standard of working which was normal before the war.

The total number of foreign-going vessels entering and clearing Singapore was 3,832 representing a net tonnage of 21,734,017. In comparison with last year this shows an increase of 1,594 ships with a corresponding increase in net tonnage of 3,152,518. The total number of all ships entering and clearing Singapore was 58,121 with a net tonnage of 23,475,698. This shows a decrease over last year of 2,189 ships but an increase in net tonnage of 3,022,124. Registration and licensing of vessels continued during the year showing a decrease of two vessels registered under Part I of the Merchant Shipping Act and a decrease of eight vessels not exceeding sixty tons. Foreign owned tongkangs increased by twenty-two and 316 foreign owned vessels of 3,655 tons were licensed during the year under sections 440 and 441 of the Merchant Shipping Ordinance (Chapter 150). Revenue collected by such registration and licensing amounted to \$11,565.40 which was slightly more than last year's collection. The shipping office was busily occupied through the year dealing with the engagement and discharge of seamen to a total of 36,388 persons. In addition a total 1,072 persons were examined for deck certificates of competency as against 460 in 1947.

The Local Trade Voyage Board was reinstituted for the period of August to November to deal with applications of owners of local trade vessels to proceed beyond the limits laid down under the

Merchant Shipping Ordinance for such vessels during the period of the south-west monsoon.

Rehabilitation of light-houses, etc. proceeded steadily during the year. Major reconstruction to the jetty at Sultan Shoal Lighthouse was also carried out and a new masonry beacon No. 45 was constructed off Pulau Sebarok. In addition many improvement to the accommodation of lighthouse attendants were carried out.

Maintenance of marine craft by outside sources was very costly, but successful efforts were made under the year to carry out some of the important maintenance departmentally at the Kallang Marine Base at a reduced cost.

Naval vessels totalling seventy-seven in all of many nationalities visited the port during the year and several new commercial vessels began operations from the port including the Sarawak Steamship Company's m.v. *Rajah Brooke* on the Singapore—Kuching run.

CIVIL AVIATION

Both international and domestic air services through Singapore increased considerably during the year 1948 despite restrictions due to existing limited aerodromes and ground aids facilities. The scheduled air services in operation at the close of the year included the British Overseas Airways Corporation/Qantas Empire Airways combined services, running three Constellations each way per week, two Lancastrians each way per week and two Hythes each way per week, on the England—Australia route. In addition the British Overseas Airways Corporation ran a weekly Lancastrian service between Ceylon and Singapore, and two Plymouths each way weekly from Singapore to Hongkong. The Cathay Pacific Airways operated two services a week between Singapore, Bangkok and Hongkong. The Malayan Airways provided a service of two Dakotas per week each way between Singapore, Palembang and Batavia; and two aircraft a week each way direct between Singapore and Medan and one aircraft weekly between Singapore, Penang, Bangkok and Singapore, and between Singapore, Kota Bahru and Saigon and return respectively. The K.L.M. Royal Dutch Airlines operated one Constellation aircraft per week each way between Amsterdam and Batavia and three Skymasters over the same route each way per fortnight. An inter-island service by Dakota twice weekly was run between Batavia, Banka, Singapore and Medan; a weekly service between Batavia, Palembang and Singapore; and a weekly Catalina service between Batavia, Billiton, Banka, Singapore and Tanjung Pinang. The

Malayan Airways operated a Malayan internal service twice daily in each direction by Dakota—Singapore, Kuala Lumpur, Ipoh, Taiping and Penang; a twice weekly service to Singapore, Kuala Lumpur, Kuantan and Kota Bahru; and a thrice weekly service to Penang and Kota Bahru.

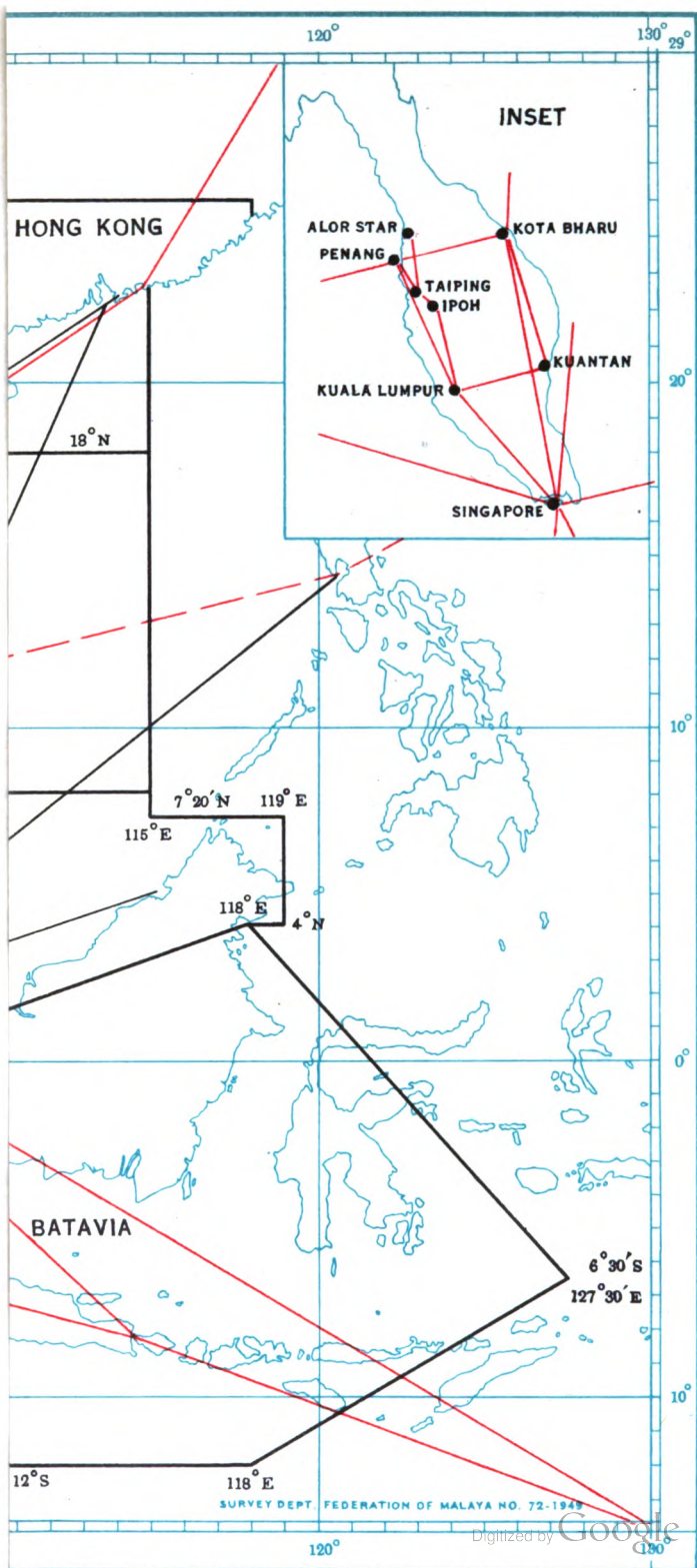
The number of arrivals of civil aircraft from territories outside Malaya during the year was 1,929.

The main civil airport for Singapore was Kallang. It provided facilities for both land plane and flying boat movements, in the case of the former for aircraft with an all up weight not exceeding 65,000 pounds. Since Kallang was unable to accept aircraft above this weight the Air Ministry granted permission for heavier aircraft of the Constellation class to operate through the Royal Air Force station at Tengah, according to a fixed weekly quota of movements.

The large task of reinstating the surface doming of the civil airport at Kallang, which was destroyed during the occupation by enemy forces, made good progress, work being carried out with the assistance of military plant. Repairs were started on the parking apron which during the year showed signs of rapid deterioration due to the enormously increased traffic at this airport. The west taxi track, 1,715 feet long by 66 feet wide was relaid in rough concrete *cast-in-situ* slabs replacing the pre-war asphalt macadam surface. The main runway was also extended by 234 feet of heavily reinforced concrete slabs in order to provide an area for revving up of the engines of aircraft prior to take off. Hangars C and D were completely rehabilitated and occupied during the year.

Dredging of the seaplane channel at Kallang marine base commenced in October, 1946 and was completed during year in March. A total of 442,000 cubic yards of dredgings were removed.

With the increase in the number of air services through Singapore, it became necessary to provide a high standard of ground control and navigational facilities. Civil aviation requires an efficient aeronautical telecommunications organisation, especially when transport aircraft operates at high speeds for considerable distances over dangerous country and under variable weather conditions. To this end the Civil Aviation Department co-operated with the Malayan Meteorological Service and the Telecommunications Department to provide a safety service of high standard for all air companies. It is anticipated that during 1949 the number of aircraft arrivals may be doubled; with the use of larger aircraft the number of passengers and the total freight carried may increase to an even greater extent.



ROADS

The total mileage of roads maintained by the Municipality at the end of 1948 amounted to 171.68 of which 77.78 miles were classified as primary roads.

During 1948 an extensive programme of resurfacing roads was carried out, an area of about 700,000 square yards of carriageway, representing about one-fifth of the total area of municipal roads, being resurfaced.

Reconstruction of the decks of three small bridges over the Sungei Whampoa was completed, and general maintenance and painting were carried out on Anderson Bridge, Clemenceau Bridge and Read Bridge.

Extensive repairs and dredging works were continuous throughout the year on surface water drains, culverts and canals.

About 109 miles of public roads, of which 105 have an asphaltic concrete or bitumen surface, are in the rural area, and are maintained by the Public Works Department which is also responsible for access roads to government property within the municipal limits.

Nine and a half miles of roads in the rural area were seal coated with bitumen and granite chippings and 5.33 miles were reconstructed, involving widening, re-grading and improvement of curves along sections re-constructed. In addition a further 3.21 miles of road were widened where the existing road surface did not require to be re-metalled.

It was possible during the year to pay a little more attention than previously to roadside drainage and general maintenance work of roads in the country areas. Although considerable work was carried out during the year on the rehabilitation of drainage canals (which had been so badly neglected during the Japanese occupation) there still remained much to be done to restore the canals to their pre-war condition. Some 2,500 lineal feet were regraded and lined with concrete. During the year 33,527 cubic yards of dredgings were dumped on to the reclamation area of Connaught Drive which is being reclaimed with the result that about forty per cent of the total area has now been brought to the final level and about half of this area has been turfed.

VEHICLES

All demands for motor vehicles were readily met from the abundant supplies entering the Colony. Registrations exceeded those of any previous year and road transport was fully rehabilitated. Public omnibuses continued to develop and larger and better vehicles were

provided. The total carrying capacity of these vehicles was nearly double that available in 1941.

Registration figures as on 31st December, 1948, for vehicles in Singapore showed a total of:—

Motor cars	...	...	...	10,612
Private buses	...	...	...	113
Public motor vehicles	...	...	...	1,984
Buses	...	...	...	259
Motor cycles	...	...	...	3,046
Motor lorries	...	...	...	6,012
Trishaws	...	...	...	8,623
Tricycles	...	...	...	6,141
Bicycles	...	...	...	71,587

TELECOMMUNICATIONS

Steady though slow progress was made during the year. Deliveries of equipment and materials from the United Kingdom were disappointingly slow with the result that certain major works have to be deferred until next year.

The overhead trunk telephone and telegraph route on the island were completely rehabilitated up to pre-war standards. The trunk communication with the Federation consisted of six three-channel, one four-channel and one single-channel carrier systems.

The telegraph service provided by the sixteen-channel voice frequency equipment continued to expand. The teleprinter service whereby subscribers may rent machines for direct communications with subscribers in Kuala Lumpur and Penang was expanded; shortage of equipment and the use of circuits for emergency purposes prevented the full demand for the service being met. Fifty-six machines were in use.

Radio telegraph services to Borneo, Brunei, Sarawak, Christmas Island and Siam were maintained. In addition there was a radio telegraph service to shipping and also a short range radio telephone service to small coastal craft. The Telecommunications Department was responsible for the inspection of ships' wireless installations, and during the year seventy-four inspections of this nature were carried out. Radio licences at the end of the year totalled: ships twenty-seven, aircraft nine, dealers 305 and experimental thirty-one.

POSTAL COMMUNICATIONS

For the first year since the war the Postal Services Department was in a position to provide public facilities comparable with its pre-war service. Recruitment of both European and Asian staff continued, although sufficient numbers of suitably qualified local

recruits to cope with the ever increasing flow of traffic could not be found. Service conditions received particular attention and strong endeavours were made to improve the standard of work on which the efficient and smooth running of the Postal Department so largely depends.

A further office was derequisitioned by the Services and the number of offices providing full postal, money order and savings bank facilities was eighteen (as compared with twenty pre-war). The rapid development of certain rural areas of the Colony have increased the need for post offices with full facilities and suitable sites were therefore reserved for the building of new post offices as soon as conditions permit. All post offices were renovated and re-decorated during the year and present now a refreshing contrast to their previous drab and neglected appearance. Departmental motors collect and deliver between the General Post Office and all post offices twice daily covering routes amounting to 167 miles and three town deliveries daily have been resumed.

Malayan internal air mail traffic greatly increased during the year and the further expansion of the Malayan Airways services permitted a speedy and reliable conveyance of mails twice daily between all the main towns of Malaya. Full advantage was taken of these services to accelerate delivery of foreign air mails received. The daily average of twenty-four kilos of Singapore mail and twenty-one kilos of foreign mail forwarded by air to the Federation of Malaya in January increased to thirty-seven kilos of Singapore mail and thirty-eight kilos of foreign mail towards the close of the year.

Expansion continued in the external air mail service and a total number of 8,244 bags were sent during the year to some twenty-one countries. Direct air mails were resumed with Adelaide, Brisbane, Brussels, Bombay, Dabo-Singkep, Madras, Perth, Shanghai and Swatow.

Heavy floods and landslides in the early part of the year temporarily disrupted the normal internal distribution of surface mail by railway. A postal department "shuttle" mail van service was introduced between Singapore and Kuala Lumpur with the vans meeting half way to exchange the mails from the north and south. Successful maintenance of mail services for a week was due in no small measure to the cheerful and willing spirit displayed under difficult conditions by the drivers and uniformed staff who travelled all the night along flooded roads by unfamiliar routes. The heavy

parcel mails for the Federation during this period were conveyed by sea whenever ships to Port Swettenham and Penang were available.

Despatches of surface mail by sea to and from Great Britain were fifty-two and forty-one respectively as compared with thirty-six and forty-two for the previous year. Resumption of regular contract mail ship sailings to Europe resulted in an accelerated service. Average transit time was twenty-seven days. 20,735,000 letters and 430,000 parcels were posted in Singapore for transmission to the Federation of Malaya and all other countries, and 14,400,000 letters and 170,000 parcels were received for delivery in Singapore and the Federation.

CHAPTER 13

SCIENCE AND THE ARTS

THE ARTS had still to contend with adverse conditions in Singapore, but in spite of this the record for 1948 showed that courage, enterprise and enthusiasm could go a long way to overcome them. Climate and the costs of transport and insurance prohibited the import of an exhibition of original contemporary paintings; entertainment tax and the accommodation problem still deterred an orchestra or a repertory company from visiting the Colony. In the main Singapore had to continue to rely on local talent and it is pleasing to be able to record commendable advance in this connection.

Some idea of the variety of effort can be gained from the events which took place in the Victoria Memorial Theatre and Hall. These included dance recitals, a concert of Chinese singers, a production of *Macbeth*, a Book Fair and a gramophone recital in addition to celebrity concerts by visiting artists. The British Council Centre in Stamford Road, opened in September, was in constant use for rehearsals, debates, club meetings and art classes and proved useful for smaller exhibitions.

The visual arts, amongst other cultural developments of Singapore during 1948, created widespread interest. This was demonstrated by the large numbers who attended the numerous exhibitions of local and visiting artists. Several of these exhibitions were held in the Chinese Chamber of Commerce and special mention should be made of the annual exhibition of paintings and drawings by the members of the Chinese Society of Artists, whose President, Mr. LIU KANG, showed a number of his own canvases. The Chinese paintings in traditional style were of a high standard, and keen interest was shown by the public in the exhibits of Chinese calligraphy. It was encouraging to note that a large number of sales were effected at this exhibition.

Another notable exhibition was that of Prof. LIM CHOON TECK, which was held under the patronage of H.E. the Commissioner-General, at the Chinese Chamber of Commerce. Professor LIM exhibited his valuable collection of imperial designs of Chinese palaces, together with watercolours of local and Chinese scenes. It is hoped that this unique collection of designs would be retained in the Colony, several prominent citizens having created a fund for that

purpose. During April Mr. YONG MUN SEN held a successful exhibition in the Victoria Memorial Hall and six exhibitions of oil paintings were shown in the gallery of Messrs. Robinson, Limited during the year.

The annual inter-school art exhibition was held in the British Council Centre and over seven hundred entries were exhibited. Arrangements were made to send a number of the drawings and paintings to the United Kingdom where they will be shown in schools and Council centres.

The Y.M.C.A. and the Nanyang Academy of Arts continued their art classes, and the International Artists Association held life classes once a week in the British Council Centre. It is expected that this Artists Association will be constituted in 1949, its objects being to stimulate interest in the visual arts and to bring to the notice of the authorities the need for an art centre to include a gallery and arts library, and other projects of a similar nature and also to establish contact with other overseas art associations.

The Society of Chinese Artists, the British Council and the International Artists Association organised for the Department of Social Welfare's Children's Centres, art classes in free drawing and painting. The experiment was tried out in four centres and it is hoped to extend the scheme to all the centres, as well as the Youth centres, and to include the teaching of simple crafts in addition to free painting.

Prints of contemporary paintings and Old Masters were circulated to Government sponsored and Government-aided schools by the British Council, who also presented lithographs to the Department of Education, Social Welfare Department and to Raffles College.

An event which aroused the keenest interest early in the year was the Mulberry Harbour Exhibition, held in the Victoria Memorial Hall and well over 30,000 people attended during the twelve days of the exhibition, including 4,357 school children in organised parties.

The Book Fair held during 1948 differed from that held so successfully in 1947 in that instead of being a purely cultural affair sponsored by British publishers and the Public Relations Office it was mounted chiefly by the local book trade and presented a most colourful and varied display, which, during the eight days it was open was visited by approximately 5,500 people.

Although difficulties of time, transport and scores have prevented the revival of the Singapore Musical Society, there was considerable activity amongst a large number of smaller organisations.



U Choi

The Artist's Daughter

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Most notable progress was made by the Junior Symphony Orchestra which justified its name by the five concerts given during the year. It was a cause for pride that ninety per cent of the players were local boys and girls and encouraging to note that local artistes are gradually taking a part in the woodwind and brass sections.

The Medical College Music Society made a courageous and enthusiastic start, and towards the end of the year gave an orchestral and choral concert which promised well for the future, given adequate direction and sustained enthusiasm.

This year for the first time the Associated Board of the Royal School of Music held its examinations in Singapore under an external examiner. Over 240 candidates entered, and the examiner in his report compared the standard of playing here very favourably with that in England.

There was encouraging evidence that local musicians were eager for instruction and practice. The Chinese Amateur Orchestra and the Chinese Brass Band met weekly for practice and deserved to be heard by a wider public. There were plans for forming a Church Music School to provide teachers in musical subjects for the ever increasing number of would-be musicians. Further evidence of the desire to take up music could be seen and heard at the concert given by the pupils of the Eastern School of Music to celebrate its twentieth anniversary, where the playing by very small children showed a remarkably high standard.

Considering the lack of musical background, the natural heritage of children in so many other countries, the progress shown in 1948 was encouraging but efforts must not be relaxed until there is a senior symphony orchestra, a competent choral society and a co-ordination of effort that could result in live performances on a more ambitious level.

An experiment made in January, 1948 in clubwork in the Katong Boys' Club developed to such an extent that an independent existence was called for: hence arose the Katong Music Circle which in July at a general meeting adopted the name Singapore Music Circle as being more descriptive of its membership. The aims are to correlate the musical activities of amateurs, to give gramophone recitals and to invite professional musicians to perform.

St. Andrew's Cathedral choir was broadcast monthly and on St. Cecilia's Day there was a festival of English church music given by the choir. A highlight of the year in the musical world was the visit of ISOBEL BAILLIE under the auspices of the Department of Broadcasting. Miss BAILLIE gave three public recitals at the Victoria

Memorial Hall and the first part of each concert was broadcast. Miss BAILLIE also made a special broadcast to schools.

The Dutch violinist ARNOLD JUDA and his brother, the pianist JO JUDA, broadcast a short recital in addition to giving concerts at the Victoria Memorial Hall.

The three weekly broadcasts of classical music—Friday Prom, Sunday Concert Hour, and At Your Request—greatly increased their number of listeners during the year. The Department of Broadcasting also ran Sunday evening gramophone recitals at the Little Theatre, called "Little Proms", and the second half of each programme was broadcast.

The Radio Orchestra itself developed both in execution and in repertoire under the leadership of Mr. COR RYF, and broadcast five times weekly.

"Forum of the Air", a fortnightly brains trust, was notable for creating plenty of good discussion on the air, and there were also talks by such distinguished visitors as Sir PATRICK ABERCROMBIE, the town planning expert, Lord ROWALLAN, the Chief Scout and Lord LISTQWEL, Minister of State for the Colonies, as well as weekly world affairs commentaries.

As regards Malay music, encouragement continued to be given to local musicians to recapture original Malaysian rhythm while using modern instruments with their improved tone instead of the old string and percussion sections. The song "Bunga Tanjong", which has been outstandingly popular during the year, was composed by a Sumatran Malay in 1944, but is of distinctly Arabic character.

Chinese programmes included broadcasts by no fewer than eight prominent Chinese artists, painters and calligraphists who were passing through Singapore, and by members of the Singapore Chinese Artists Association. Tamil programmes included poetry, talks on Indian literature, and a great many short stories.

Yet another year passed without any visits to Singapore by professional dramatic touring companies. Once again therefore the burden of keeping alive and furthering English drama in the Colony fell on the shoulders of the amateur dramatic societies. Handicapped by heavy entertainment taxation and the difficulties of obtaining costumes, make-up, etc., not to mention the high cost of essential raw materials in this postwar world, the societies nevertheless succeeded in presenting over the year an impressive list of plays.

The Stage Club, being the eldest of the group, should be mentioned first. Pursuing a policy of cutting down on the number of performances during the year so as to improve the quality of the

individual production, they have presented at the Victoria Theatre such plays as "Rebecca", "Blithe Spirit", "And Then There Were None", "Quiet Week-end" and, for Christmas, "The Importance of being Earnest".

The Little Theatre Players although handicapped by the fact that as a mainly Services organisation they had a constant turnover of actors, producers and technicians nevertheless managed to present plays of a very high standard in their own Little Theatre in Armenian Street, now licensed by the Municipal Commissioners as a theatre. Such noteworthy productions as Shakespear's "Much Ado About Nothing", Priestley's "Time and the Conways" and "They Came to a City" head the list. They celebrated the end of the year with a fine production of "The Comedy of Errors" possibly the first production of that play in the Colony.

The year also saw the first full-length Shakespearean production by Teachers Repertory, a group which was sponsored by the drama section of the Singapore Teachers Union and which was the only group to number among its ranks as actors and technicians members of all Singapore's communities. The play they performed was "Macbeth" which was chosen mainly because it was the set-book for the School Certificate, and gave thousands of children the opportunity of seeing the play before taking their examination.

The popularity of the news and documentary film shows provided by the Public Relations Office proved the attractive power of the film and the part it could play in instruction and during 1948, 305 shows were given to an estimated audience of nearly 160,000.

Work in Raffles Museum progressed steadily in the reorganisation of the exhibition galleries where the intention is to provide increased information on a rather narrower front. In the zoological galleries this led to the removal to the reference collections of a number of Javan, Sumatran and Bornean animals, so that the exhibits in the galleries were confined mainly to the Malayan fauna.

In the invertebrate galleries emphasis was again placed on the Malayan fauna, and fresh specimens of butterflies and moths replaced those which were old and faded. The most important work in the invertebrate groups other than insects was the scheme to present the zoology of each group illustrated by local material. It was hoped eventually to provide the student of zoology, whose textbooks inevitably described largely unfamiliar European types, with a picture of the Malayan fauna applicable to the study of academic zoology.

In the anthropological galleries a complete rearrangement was started. The guiding principle was the segregation of material from

the Malay Peninsula, in the upper floor of the dome room, while in an adjacent gallery an improved display of the Malayan aboriginal cultures was being prepared.

The reference collections received few additions, owing to the present difficulties facing collectors in the Federation.

Fieldwork was severely restricted, but observational work on the distribution of Malayan birds was carried out and a hoard of Malayan Iron Age tools discovered near Klang was investigated and reported on by the curator.

The Library received large accessions of reference books through a grant from the British Council, and a further grant provided for complete refurnishing of the Junior Library which has been moved to a more suitable room, while the British Council library adviser gave valuable assistance in this and in other departments of the Raffles Library and Museum. Membership stood at 3,075 and in the Junior Library at 1,136, comprising readers of twenty-one nationalities.

The Malayan branch of the Royal Asiatic Society had a membership of 499, and three journals were published during the year.

The Society of the Friends of Singapore continued to interest itself in a variety of projects for the preservation and improvement of the historical records and possessions of Singapore. In particular the Society succeeded in collecting more than half the money required to secure a portrait of the late Sir CECIL CLEMENTI, painted by Mr. SHISTER. This portrait, for which the Municipality and Government will subscribe the balance required, will hang with the other portraits of former Governors in the Victoria Memorial Hall and will complete the series.

With more settled conditions, there was a considerable revival of interest in horticulture. This was reflected in increased activity of the nursery gardeners, in the revival of the Singapore Gardening Society and of the Malayan Orchid Society, and in plans being made for the first post-war Flower Show, to be held in April, 1949.

The nursery gardeners of Singapore were nearly all Chinese. They have adapted traditional Chinese methods of horticulture to the climate and plants of Singapore, and have achieved outstanding success. They were mostly unlettered men, and their knowledge and skill have been passed on by word of mouth and by example and their methods have never been fully described. There is little doubt that some of the plants they now cultivate so successfully came directly from China (for example, the locally grown Hydrangeas, which are not the same as those cultivated in temperate regions), but

many other plants have been found here, or have been brought from other parts of the world, or have been produced by breeding in Singapore.

The nursery gardeners' methods depended on two things: provision of soil and intensive manuring. They have discovered that in the uniformly warm and moist climate of Singapore, which continuously gives optimum conditions of growth for many plants, such plants respond in a remarkable way to frequent small doses of manure. When many pundits of orchid culture, for example, had held that manuring of orchids was unnecessary and undesirable, these men (ignorant of such a doctrine) showed that by intensive manuring they could grow orchid plants of far larger size than by other methods. When their methods were applied to the new perpetual-flowering *Arachnis* and *Vanda hybrids*, the results were remarkable. They also produced consistently fine results with short-lived plants like the flowering annuals, but would-be imitators soon discovered that intensive manuring was only half the story; satisfactory aeration of the roots was also essential to success, and the Chinese gardeners have provided for this, by special methods suited to our climate with its heavy rains.

The flower-shops in Singapore had a far greater variety of locally grown cut flowers than before the war. This was partly due to the stimulus to local growers provided by the impossibility of importing cut flowers by air from the fertile highlands of Java, as was possible before the war. Instead of one flowering season, as in Europe for example, gladiolus flowers can be produced at all times in Singapore's uniform climate. Some growers imported fine new varieties from Holland, and the result was that flowers of a wonderful range of fine colours were almost always obtainable. The same kind of thing was true of Dahlias, which could be propagated from green cuttings, and started in growth at any time.

Concerning orchids. Before the war there was *Vanda Miss Joaquim*, the masses of which at all times of year were a feature of the Singapore nursery gardens, and the white scorpion orchid (a native plant), which came in flushes three or four times a year. The *Vanda* was almost as abundant again as formerly, but the scorpion orchid, slower to propagate, has not yet reached its pre-war abundance. On the other hand, some of the hybrids produced in Singapore just before the war, and kept alive through the occupation at various places (especially at the Botanic Gardens) were being rapidly propagated and were showing themselves more and more frequently. Many more hybrid seedlings were in course of development, and it was hoped that they would add more new free-flowering kinds of

a larger range of colours. It was evident that in this uniform climate there could be perpetual-flowering plants, and as nature provided few such which were suitable it was necessary to produce more.

There was also a steady increase in the finer kinds of orchids, which required more individual care than those grown in the mass for cut flowers. Many of these were hybrids raised in Singapore from Malaysian species, but many plants were also imported from orchid nurseries in Britain. Some fine private collections are developing, and the plants at the Botanic Gardens continued to make good progress.

The general maintenance of the Botanic Gardens was continued, and with the replanting of canna beds the gardens renewed all their pre-war features. A nursery was maintained for the sale of rooted cuttings of all the most useful flowering shrubs and bedding plants. A result of this was the more frequent planting in private gardens of some of the fine newer varieties of bougainvillea, hibiscus and frangipanni. There have been no outstanding new garden plants during the year, but experimental introductions continue, and collections of succulents and of begonias at the Botanic Gardens were especially developed.

The year also saw considerable progress in the rehabilitation of Municipal parks, which were much neglected during the occupation period. The King George V Jubilee Park, on the north of Fort Canning hill, was planted in the two years immediately preceding the war. The trees and shrubs on the slopes of the hill were untouched and made growth during the years 1942-6. During 1947 and 1948 the park was thoroughly cleaned and the grass re-laid, and the value of pre-war work was very evident.

The flowering of many trees and shrubs, including fruit trees, is dependent on a certain amount of dry weather, and the incidence of this is uncertain, though it usually comes, if at all, about February-March or July-August. From July, 1946 to July, 1948 there was no really dry weather in Singapore, and trees of the seasonal fruits, principally mangosteen, durians and rambutans, have been almost fruitless since December, 1946. Dry weather came again from the middle of July, 1948, and in September-October, and the result has been a very large flowering of all fruit trees, with every prospect of a heavy fruit crop about the end of the year.

This drier weather also made gardens gay with the flowering of bougainvilleas and other shrubs which needed such weather to make them flower.

The botanical activities of the Botanic Gardens, were chiefly concerned with the preparation of a revised account of the flora of

Malaya as a whole. The latest account of this flora, written by Mr. H. N. RIDLEY and published 1922-5 in five volumes, was much out of date and unsatisfactory in many ways. The writing of a new flora, based on the very large collections of dried specimens and other records at the Botanic Gardens, was a very large undertaking. When completed it will not be final, as new plants are still being discovered, but a new survey of the material now on hand was much needed. This basic survey of the kinds of plants known to exist in the country was of considerable practical importance as well as being of great interest to botanical science. It will be the foundation for all further botanical work dealing with Malayan plants.

During the year work was in progress on the palms (especially the difficult and important group of climbing palms called rattans), bamboos, pandans, and the families of woody plants known as *Myrtaceæ* and *Annonaceæ*. Mr. M. R. HENDERSON was also working on a new account of the commoner small plants of all families, as a companion work to Mr. CORNER'S *Wayside Trees of Malaya*; this work was to be published in instalments by the Malayan Nature Society.

The native flora of Singapore island has suffered considerably owing to the urbanization of recent years, and the felling of all old mangrove, but a large proportion of native species remained and efforts were made to preserve certain areas. Records show that about 2,000 species of higher plants have been found as native in Singapore (that is, about the same number as in the whole of Britain). Of these, nearly 200 were orchids, a majority of which were epiphytes on trees in the fresh-water swamp forest and old mangrove. There is no doubt that many of these species of wild orchids were completely exterminated, and this probably represented the chief loss in species of the native flora.

The highest hill on the island, Bukit Timah, bore a fine stand of primitive forest, and this was in charge of the Botanic Gardens as a nature reserve. Two areas of mangrove were also reserved, and in them young trees made good growth.

During 1948 Raffles College received much-needed supplies of equipment and books, and the staff was considerably increased. Although the position in these respects still left much to be desired, the Departments were able to function on a larger scale than in the previous year.

The Physics Department arranged to carry out work for the Telecommunications Research Establishment and to provide facilities for an Ionosphere recorder team from the radio research division

of the Department of Scientific and Industrial Research, both from the United Kingdom. An ionosphere station was erected in the College grounds.

With the arrival of a new Professor of Chemistry in March, 1948, the Chemistry Department, hitherto greatly handicapped through the lack of full-time staff, was able to embark on fresh research work. It continued to collaborate with the Department of Fisheries on the analyses of sea water salts in relation to fish life, and has planned work in co-operation with the Physiology Department of the College of Medicine.

Some research work has been begun on the physical chemistry of proteins which is part of a long-term plan.

The Department of Geography resumed field work, and four departmental expeditions took place. The Department of History continued to carry out research into south-east Asian history and the Department of Economics continued to take an active interest in public affairs. The Joint Wages Commission under the chairmanship of Professor SILCOCK published its final report on conditions of service. Professor SILCOCK also took an active part in the work of the People's Educational Association. He gave a series of lectures on "Wages, Salaries and Unemployment", which were arranged by the Association.

There were 361 students at the College of Medicine. Of these 162 are taking the arts course, 79 the science course, 279 medicine, 76 dental surgery and 6 pharmacy. The L.M.S. and the L.D.S. diplomas awarded to graduates of the College of Medicine were recognised by the General Medical Council of Great Britain and Northern Ireland.

The following new appointments have been made during the course of the year:—Professor of Chemistry, Professor of Biochemistry, Professor of Anatomy, part-time Tutor in Physiology, Acting Professor of Bacteriology, Acting Professor of Gynæcology and Midwifery, Acting Associate Professor of Medicine, Lecturer in Mathematics, Lecturer in History, Lecturer in Geography and Assistant Lecturer in Geography.

Two new Chairs were created (Botany and Zoology) and a number of junior appointments were also made.

Attached to the College of Medicine was the tropical research unit conducted by the Royal Navy, while the nutrition unit at the College of Medicine conducted a series of useful and interesting researches and the Physical and Chemical Society held an unusual social called "Science without Tears" at Raffles College and hoped to produce a similar one during 1949.



Chen Chung Ssee

Wind and Rain

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PART III

CHAPTER 14

GEOGRAPHY AND CLIMATE

THE Colony of Singapore consists of Singapore Island itself, with some adjacent islets, and Christmas Island and the Cocos-Keeling Islands in the Indian Ocean.

SINGAPORE ISLAND

Singapore Island is situated off the southern extremity of the Malay Peninsula to which it is joined by a causeway carrying a road and railway. The straits between the island and mainland are about three-quarters of a mile wide. The island is some 27 miles in length and 14 miles in breadth, and about 217 square miles in area, including the adjacent islets. The town of Singapore is situated on the southern side of the island, in latitude $1^{\circ} 17'$ North and longitude $103^{\circ} 50'$ East. For administrative purposes the Municipal area (31 square miles), is distinct from the remainder, or Rural Board area. The former is primarily residential and the latter predominantly agricultural, though housing development is proceeding at a rapid rate outside the Municipal boundaries.

CHRISTMAS ISLAND

Christmas Island is situated in the Indian Ocean about 190 miles south of the western extremity of Java in latitude $10^{\circ} 30'$ South and longitude $105^{\circ} 40'$ East. The coast of north-west Australia lies some 900 miles to the south-east. The submarine slopes of the island are very steep, and soundings of upwards of 1,000 fathoms occur within two or three miles of the coast. The island, which is steep-sided and densely wooded, has an area of about 60 square miles, and contains extensive deposits of phosphate of lime which are worked and exported.

THE COCOS-KEELING ISLANDS

The Cocos-Keeling Islands, a group of 27 small coral islands about 700 miles south-west of Batavia and about 550 miles distant from Christmas Island lie (except for North Keeling Island) between latitude $12^{\circ} 4'$ to $12^{\circ} 13'$ South and longitude $96^{\circ} 49'$ to $96^{\circ} 56'$ East. The largest is five miles long and one-fourth mile wide. Only two,

"Home" and "Direction" Islands have important settlements, the latter being inhabited by the staff of Cable and Wireless, which maintains a station there. On West Island there is an air-strip which played an important part in communications during the War with Japan (the Cocos Islands, unlike the rest of the Colony, were never occupied by the Japanese). Home Island houses the labour force for working the large coconut plantations on the islands. The only export is copra.

CLIMATE OF SINGAPORE

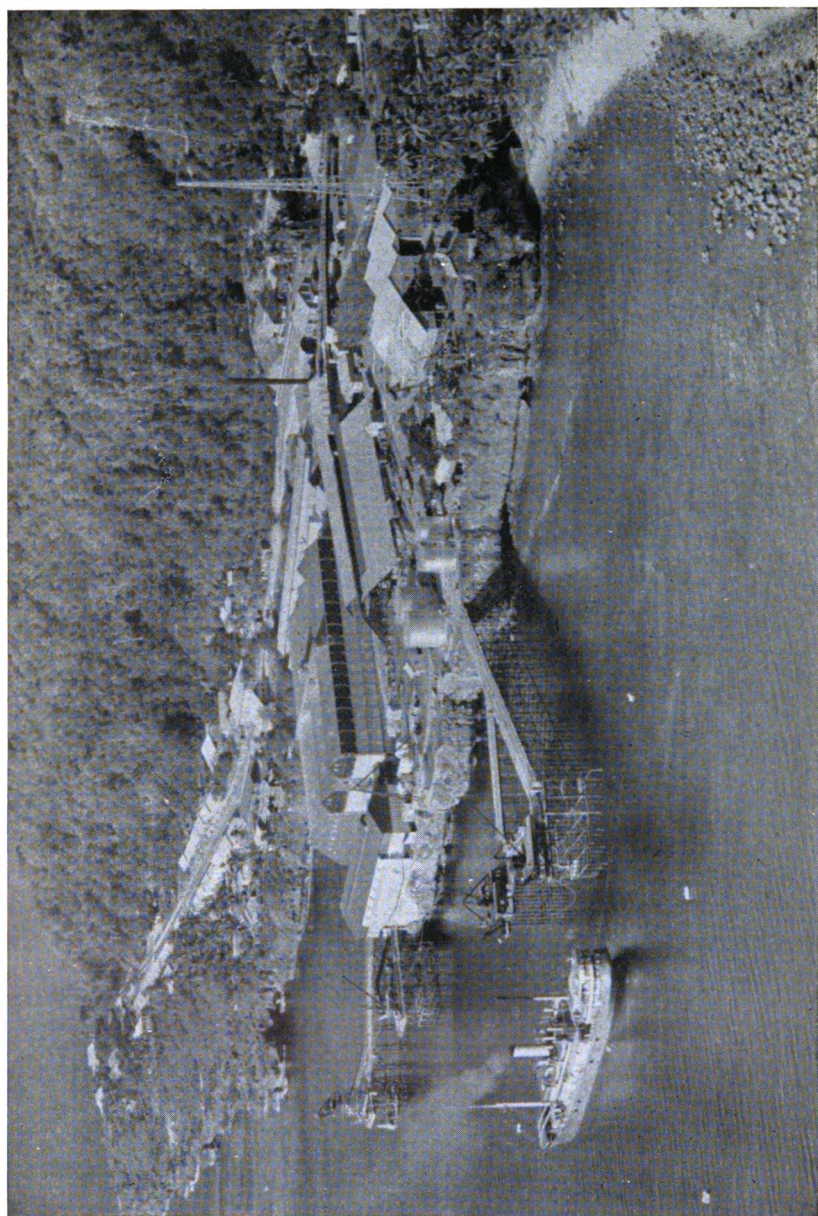
The climate of Singapore is characterized by uniform temperature, high humidity and copious rainfall. The variation of temperature throughout the year is very small and the excessively high temperatures of continental tropical areas is never experienced. Although the days are hot and, on account of the high humidity somewhat oppressive, the nights are almost always reasonably cool, and it rarely happens that refreshing sleep is not obtained. The average maximum temperature for the whole year is 86°F and the average minimum temperature 75°F. The average for any one month does not depart from the annual mean by more than 2°F.

There are no well marked dry and wet seasons. Rain falls throughout the year. Records for a number of years show that the average annual rainfall is 95 inches. December is the wettest month with a little over ten inches while February, May, June, July and September are dry months, with between 6½ and 7 inches. Rain falls on the average on one day in two.

The wettest year on record is 1913 with 135.92 inches and the driest year 1888 with 63.21 inches. Prevailing winds are southerly from May to October and northerly from November to April.

The annual rainfall for the year 1948 was 105 inches against a normal of 95 inches. The wettest month was January with 20 inches of rain which was twice the normal fall for this month. The driest month was October with 2½ inches of rain.

The highest temperature was 95°F on 16th May. The lowest temperature was 71°F on 8th January and again on 1st April.



C. A. GARDNER-HILL

Christmas Island exports phosphates through these wharves and godowns.

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CHAPTER 15

HISTORY OF SINGAPORE

IN 1819, at the beginning of the year, six ships of the Honourable East India Company lay off an island in the Straits of Malacca. From these on 28th January there put off a small boat carrying two white men and a sepoy guard. One of them, though not yet 38, had already made his mark in the world. He had saved Malacca from destruction, he had suggested the conquest of Java and ruled that island as Lieutenant-Governor for five years; he had been censured by the Company and knighted by the Prince Regent, he was now Lieutenant-Governor of the moribund settlement of Bencoolen in Sumatra and commissioned, at his own suggestion, by the Governor-General of India to establish a trading station in Riau or Johore. His name was THOMAS STAMFORD RAFFLES.

The boat nosed its way up a mangrove-lined creek till it reached a clearing where stood some fifty attap huts and a somewhat larger house, the residence of the Temenggong, the Malay governor of the island. The Temenggong met the white men as they landed, with gifts of fruit: through the hot mid-day hours they talked in the cool dimness of the chief's verandah: and when Raffles put back to his fleet the foundation of the Colony of Singapore had been laid.

The Temenggong would treat but was nominally a subordinate, and Raffles sent for Tengku Husein, sultan *de jure* of Johore-Lingga though supplanted with Dutch connivance by his younger brother. Husein too would treat and on 6th February the Sultan and Temenggong agreed to the building of a British factory on Singapore Island and equally to exclude from their territories all other powers. Raffles' "political child" was born.

Henceforward Raffles was to refer to "my city of Singapore". He was richly entitled to do so. It had been his researches which had informed him of the forgotten past of the Island, of the prosperous commercial centre which had flourished there under the name of Singapura, the "Lion City", in the thirteenth and fourteenth centuries, and had been destroyed by the Javanese in or before 1377. It was his imaginative power which had revealed to him the immense strategic and commercial value of its position commanding the southern entrance to the Straits and on the most direct route to the Far East.

It was his strong commonsense which told him that men commonly dislike restrictions, especially in trade, and led him to enunciate that economic principle of the "free port" upon which the foundations of Singapore's prosperity were laid. It was his self-confidence and audacity which prompted him to an action which he knew must provoke general and bitter opposition. Nor was he mistaken. The Dutch, monopolists as ever, protested forcibly against the interloper. Colonel Bannerman, the Governor of Penang, timorous and jealous, foresaw the blackest disaster. The East India Company directors in Leadenhall Street were apprehensive, and stated their objections to the Governor-General, Lord Hastings. He had no liking for the situation, but since the thing was done it had better remain so, and he had no use whatever for the threats or claims of the Dutch.

So no decision was taken and meanwhile, though Raffles himself was struggling with derelict Bencoolen, his offspring began to speak for itself, and with authority. No more than 150 when Raffles landed, the population rose to 5,000 in June, 1819 and to 10-20,000 in August. Trade hitherto non-existent, by 1820 far excelled that of Malacca. In 1822 the value of imports and exports was \$8,568,151, in 1823 it had jumped to \$13,268,397. Patently this infant prodigy was an asset which could not be surrendered.

Nor was it. By the Treaty of London, 17th March, 1824, Holland withdrew its objections to the occupation of Singapore and ceded Malacca, while Britain gave up Bencoolen and all the Company's possessions in Sumatra. At the same time British sovereignty in Singapore was placed on a sound juridical basis by a treaty with the Sultan and Temenggong on 2nd August, 1824, which ceded to the East India Company the Island of Singapore in full sovereignty and property.

Meanwhile, in 1822-3, Raffles had paid his last visit to Singapore and, working with his usual titanic energy, had endowed it with a magistracy, a code of laws and a police force, trading regulations and a town-planning scheme, and, as he hoped, an institution which would make Singapore the intellectual as well as the commercial entrepôt of south-east Asia. In 1824 he returned to England where he died in 1826, not yet 45.

In the succeeding years the phenomenal progress of his creation showed no sign of diminution. The trade figures were £2,610,440 in 1825, £13,252,175 in 1864. The population which at the first census in 1824 numbered 10,683 had risen by 1860 to 81,734 of all nationalities, but with a significant majority (over 50,000) of

Chinese. Singapore had completely overshadowed its sister settlements of Malacca and Penang, with which it had been incorporated in 1826 as the Straits Settlements, and it was natural that the seat of government should be transferred from Penang to Singapore in 1832. But *surgit semper aliquid amari*. Singapore was doing well but, thought its inhabitants, could do better: and the drag on its further progress was the fact that it was an outlying possession of a distant government in India, which did not consult Malayan interests.

The Straits Settlements had been put under the Presidency of Bengal in 1830 and transferred to the direct control of the Governor-General in 1851. It was all one to Singapore: it disliked in increasing measure government from India and in the fifties its discontent became vociferous. It complained in general that the supreme government sacrificed the interests of the Straits Settlements to those of India: in particular that it interfered with the currency to the detriment of trade, that it sought continuously to infringe the sacred principle of the "free port" by revenue-producing devices, above all that by its policy of strict non-intervention with the Malay States of the hinterland, it held back the Singapore merchants from developing a large territory of great potential wealth but now so sunk in irremediable anarchy as to render regular trade impossibly hazardous.

The Government of India, for its part, was quite willing to let its wayward dependencies depart in peace. Prosperous the Straits might be, but so low was the taxation that they were actually a burden on the Indian Government. Moreover since the abolition of the Company's monopoly of the China trade in 1834 India was no longer interested in the Straits; it was difficult to find suitable officials for the territory and protection in war was impossible. By all means, therefore, transfer the Straits Settlements to the Colonial Office. So reasoned the Viceroy, Lord Canning in 1859, and in 1860 the transfer was agreed in principle. To settle the details was another matter. In addition to the parties to the transfer, the War Office and the Treasury were involved, and it was not until 10th August, 1866, that an act was passed to transfer the control of the Straits Settlements from the Indian Government to the Colonial Office. On 1st April, 1867, the transfer was formally effected and the Straits Settlements became a Crown Colony.

The proximate result was the dropping of the policy of non-intervention and the inauguration of a policy of protection and guidance in the native states of the peninsula which in a few decades

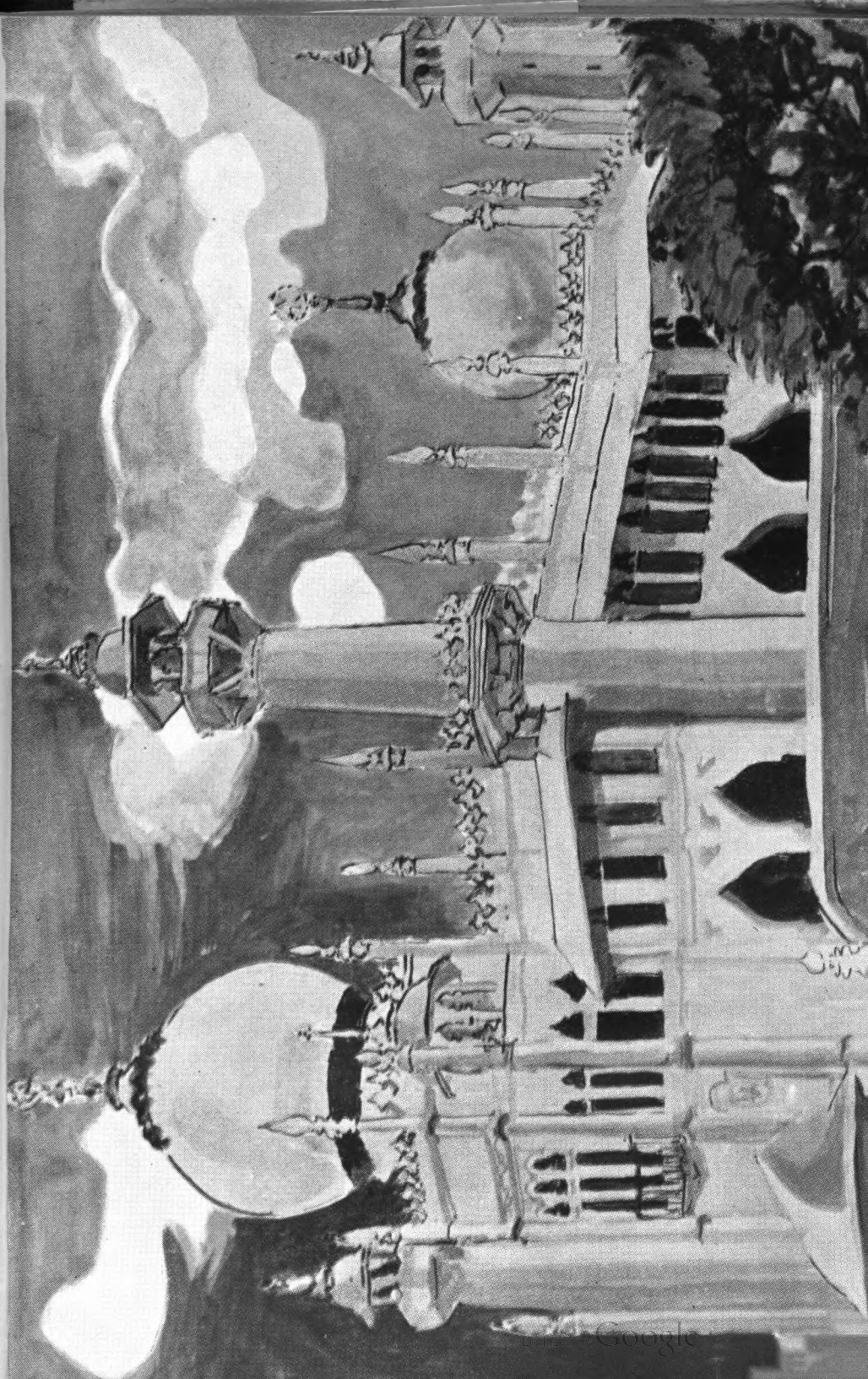
converted an unhealthy, sparsely-populated and anarchic country into the most prosperous and best developed of all Britain's tropical dependencies. In this development Singapore played a primary part and in the resultant prosperity she had her share. It was in Singapore that European processes of tin-smelting were introduced in 1887 with the result that in 1939 Singapore smelted more tin than England and Holland combined. It was in Singapore and in Perak that *Hevea brasiliensis* was successfully cultivated in 1877; it was the Director of Singapore's Botanical Gardens, Mr. Ridley, who in 1891, first exhibited cultivated rubber to the public, and though Singapore grew little rubber itself, it became the chief rubber export centre of the world and in 1918 out of a total trade of \$512,229,753 the value of rubber exported was \$153,455,920. Population followed prosperity in a continuous upward curve: a century after Raffles' landing the population within the municipal limits was estimated at 305,000, in 1931 it was 559,945 of whom 74.9 per cent were Chinese.

With justice could the Singapore Chamber of Commerce refer in 1919 to "the wondrous growth of the trade of the Port". In that respect Raffles' expectations had been fulfilled completely. But in two major respects his aspirations remained ungratified.

His strategic eye had not failed to perceive the key position of Singapore or the vital line of trade and communications which runs through the Mediterranean and Indian Ocean to China and the Antipodes. Singapore, he wrote, will become the Malta of the East. But prior to the 1914-18 war little resemblance was apparent. In 1873 indeed Singapore was described as "defenceless" and though the adjacent islands of Blakang Mati and Pulau Brani were subsequently fortified, the garrison of Singapore in 1914 consisted of no more than the equivalent of two battalions, while from the naval point of view it no more than a port of call and coaling station.

The emergence of Japan as the third naval power in the world fundamentally altered the strategic situation. Japan had hitherto been an ally, but was known to have wobbled in 1918 and to entertain aspirations which must bring her into conflict with British interests. The protection of the Indian Ocean and of the Antipodes necessitated the presence of a battle-fleet in eastern waters: a battle-fleet required a naval base with adequate docking facilities and there existed none such from Malta to Pearl Harbour. So in 1921 the Imperial Conference decided that Singapore should become, as Raffles had foreseen, the Malta of the East. By 1938 a first class naval base had been constructed with graving and floating docks to

The imposing Sultan Mosque is the centre of the Muslim religion in Singapore.
From the painting by Geraldine Horton.



accommodate the largest capital ships. An air base was established, the garrison multiplied and the peaceful commercial city was transformed into a fortress. But Singapore differs from Malta in one essential particular, in that it has an extensive hinterland from which it is separated only by a narrow strait. Lacking naval and air support the fortress succumbed to a Japanese land attack in February, 1942.

For three and a half years Singapore, under the alias of Syonan, remained perforce in the much vaunted Japanese co-prosperity sphere, and learnt that the prosperity, if any, accrued entirely to the Japanese and that co-operation meant in effect the crassest exploitation. On 5th September, 1945, the forces of South-East Asia Command under Lord Louis (now Viscount) Mountbatten fresh from their great victories over the Japanese in Burma bloodlessly recovered Singapore, shabby and despoiled, with its people diminished and starving, but largely intact, no longer to be one of the Straits Settlements but to constitute the separate Colony of Singapore.

One more, the dearest and most delayed, of Raffles' expectations, awaits fulfilment in the near future. "Education," wrote Raffles in 1823, in a minute which should be more famous than Macaulay's, "must keep pace with commerce in order that its benefits may be ensured and its evil avoided". He advocated therefore the establishment of the higher classes of the native population and of facilitating research into the "history, condition and resources" of south-east Asia. When he left in 1823 the foundation stone of his institution was laid and a liberal endowment provided. But the conception was too lofty for his successors, the endowment was dissipated, and only in 1837 was the institution put to use as a school. For a century education languished and in 1919 the editor of the *Straits Times* could write of the "deplorable" condition that existed in this respect.

One very important step had been taken in 1905 when a medical school was established which developed into the King Edward VII College of Medicine. But it was not till 1918 that a committee appointed to make recommendations for the celebration of the centenary of Singapore unanimously reported "that the most suitable memorial is a scheme which will provide for the advancement of the education of the Colony with a view to laying securely the foundations upon which a university may in course of time be established". From this report proceeded Raffles College which was opened in 1928 as a centre for higher education of a university standard. The union of Raffles College and the King Edward VII College of Medicine into a University College is now at hand, and

with its development into the University of Malaya that last and most resplendent of Raffles' visions, of Malaya as the cultural centre of south-east Asia, will come to pass.

NOTES ON THE HISTORY OF CHRISTMAS ISLAND AND OF THE COCOS-KEELING ISLANDS

Christmas Island

The first mention of Christmas Island occurs in a map by PIETER GOOS, published in Holland in 1666, in which it is called Moni. In subsequent maps this name and that of Christmas Island are applied to it indifferently, but it is not known by whom the island was discovered and named. DAMPIER landed at the island in 1688, and a description of it is to be found in his *Voyages*. The island was formally annexed by H.M.S. *Imperieuse* in June, 1888 and placed under the supervision of the Straits Settlements Government. In 1896 Sir JOHN MURRAY offered to pay the expenses of an expedition to study the island, of which Mr. C. W. ANDREWS of the British Museum was the leader. The expedition reached Christmas Island in July, 1897 and stayed there over ten months, during which time Mr. ANDREWS and his companions accumulated a valuable series of natural history and geographical specimens which now form a part of the national collections at South Kensington. On his return Mr. ANDREWS prepared an elaborate monograph embodying the results of the investigations of the party, and this was officially published.

In November, 1888, following upon the annexation of the island, a settlement was established at Flying Fish Cove by Mr. G. CLUNIES ROSS of Cocos-Keeling Islands. In 1900 Christmas Island was incorporated with the Settlement of Singapore. In February, 1891 Sir JOHN MURRAY and Mr. G. CLUNIES ROSS were granted a ninety-nine year lease of the island, and in 1895-6 Mr. SIDNEY CLUNIES ROSS made explorations in the higher part of it, resulting in the discovery of large deposits of phosphate of lime. Six years later the leaseholders sold out their rights to a Christmas Island Phosphate Company, which pays to the Singapore Government an annual rent and a royalty on all phosphate exported. The island was occupied by the Japanese between 1942 and 1945.

The Cocos-Keeling Islands

The islands were discovered in 1609 by Captain KEELING on his voyage from Batavia to the Cape and were declared a British possession in 1857.

In 1878 they were attached to Ceylon and four years later the supervision of the group was handed over to the Straits Settlements Government. Captain JOHN CLUNIES ROSS, a Scot, first settled on the islands in 1827, where members of his family have lived ever since. They were visited in 1836 by CHARLES DARWIN, who during the voyage of the *Beagle* put in and stayed there for some while. It was during this time that he made the observations on which he formed his famous theory of the formation of coral reefs.

In 1886 a perpetual grant of the lands in the islands was made by H.M. Government to GEORGE CLUNIES ROSS and his descendants who established coconut plantations in the cultivation of which the entire population is engaged. In 1902 these plantations were struck by a devastating cyclone which uprooted 300,000 trees and this seriously affected the trade of the islands for some years. In 1903 they were incorporated with the Settlement of Singapore. In July, 1942, after the fall of Singapore, powers under the Defence Regulations in respect of these islands were conferred on the Governor of Ceylon. In August, 1944 a military administrator was appointed. The military administration of the islands was terminated on 3rd April, 1946 and shortly after a civil administration was installed.

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CHAPTER 16

ADMINISTRATION

THE form of administration of the Colony was altered during the year. Prior to 1948 the Government consisted of a Governor aided by an Advisory Council but as foreshadowed in 1947, the introduction of an Executive and a Legislative Council took place on 1st April, 1948.

The Governor is appointed by Commission under the Royal Sign Manual and Signet, during His Majesty's pleasure. His office is constituted and his powers defined by the Singapore Order in Council on 27th March, 1946, and by Instructions passed under the Royal Sign Manual and Signet of the same date.

The Executive Council and the Legislative Council were also constituted under the Singapore Order in Council of 27th March, 1946. The Executive Council consists of eleven members and is made up as follows—a Chairman, four *ex-officio* members, two official members and four unofficial members all appointed by the Governor.

The Legislative Council consisted of the Governor as president, four *ex-officio* members; five nominated official members, four nominated unofficial members and nine elected members.

Three of the nine elected members are elected by the three chambers of commerce and of the remaining six, four are elected from two Municipal electoral districts each returning two members and two from rural electoral areas each returning one member.

It will thus be seen that there is an unofficial majority in the Council.

Ordinary affairs are administered under the direction of the Governor in matters requiring submission to him and are otherwise carried on by the Colonial Secretary and his staff, and District officers are stationed in Christmas Island and in the Cocos-Keeling Islands.

The Supreme Court, with unlimited civil and criminal jurisdiction constitutes the legal section of the Colony's administration. It is a court of record and consists of a High Court and a Court of Appeal.

The administration of the local government affairs of the town of Singapore is vested in a Municipality of whose twenty-five members



THE LEGISLATIVE COUNCIL

The Legislative Council in session.

twelve are nominated by the Governor, two by the Singapore Chamber of Commerce, three by the Singapore Association, two by the Chinese Chamber of Commerce and one by the Indian Chamber of Commerce while the Mohamedan Advisory Board, the Hindu Advisory Board, the Eurasian Association, the Straits Chinese British Association and the Singapore Ratepayers Association nominate one member each.

Municipal elections will be held during 1949 and the Municipal Elections Ordinance No. 26 of 1948 provides for the election of eighteen Commissioners, the Municipality being divided into six electoral wards, each to return three Commissioners. The qualification for voters includes a residential period of three years and a property qualification.

The rural areas of Singapore and its adjacent islands continue to be administered by a Rural Board constituted under the Municipal Ordinance which also prescribes its duties and defines its powers. Rural district committees are beginning to take a larger share in the administration of rural areas although they have as yet no constitutional status.

By the provision of the Municipal Ordinance the essential and ultimate control over both the Municipal and Rural Board areas remains vested in the Governor-in-Council.

CHAPTER 17

WEIGHTS AND MEASURES

THE standard measures recognised by the laws of the Colony are as follows:—

standard of length, the imperial yard;
standard of weight, the imperial pound;
standard of capacity, the imperial gallon.

Among the Asiatic commercial and trading classes Chinese steel-yards (called “daching”) of various sizes are generally employed for weighing purposes.

The following are the principal local measures used with their English equivalents:—

the chupak	...	...	...	equals 1 quart;
the gantang	...	...	..	1 gallon;
the tahlil	...	...	..	1½ ozs.;
the kati (16 tahils)	...	...	..	1½ lbs.;
the picul (100 katis)	...	...	..	133½ lbs.;
the koyan (40 pikuls)	...	...	..	5,333½ lbs.

CHAPTER 18

NEWSPAPERS AND PERIODICALS IN 1948

THE following agencies operated in Singapore: Reuters, United Press of America, Associated Press of America, Chinese Central News Agency and Antara News Agency.

The following daily papers were published in Singapore:—

English language:

Morning—*Straits Times* and *Indian Daily Mail*.

Afternoon—*Singapore Free Press* and *Malaya Tribune*.

Chinese language:

Morning—*Nanyang Siang Pau*, *Sin Chew Jit Poh*, *Chung Shing Jit Pao* and *Nan Chiau Jit Pau*.

Malay language:

Morning—*Utusan Melayu*.

Tamil language:

Afternoon—*Tamil Murasu*; evening—*Malaya Nanban*.

Malayalam language:

Morning—*Kerala Banhu*.

The following Sunday papers were published:—

English language:

Sunday Times and *Sunday Tribune*.

Chinese language:

Chung Shing Jit Pao, *Nanyang Siang Pau*, *Sin Chew Jit Poh* and *Nan Chiau Jit Pau*.

Malay language:

Utusan Zaman.

The following periodicals were published:—

English language:

Weekly—*Straits Budget*; bi-monthly—*Economic Review* and *Young Malaysians*.

Chinese language:

Bi-weekly—*The Amusements*; weekly—*Fung Sia* (*Below-the-Wind Weekly*), bi-monthly—*Nanyang Miscellany*; monthly—*Eng Teng*.

Malay language:

Monthly—*Moestika*.

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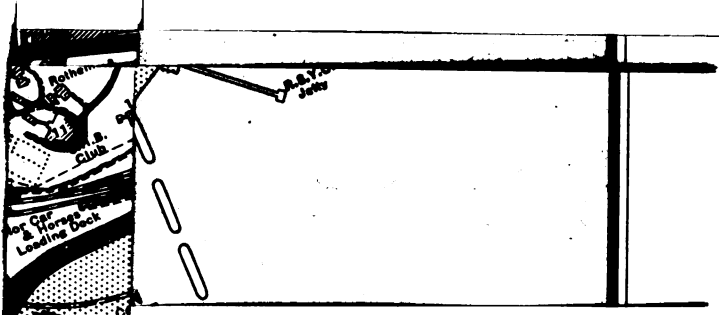
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